REPORT RESUMES

ED 011 984 AC 000 050

ACTION FOR EMPLOYMENT, A DEMONSTRATION NEIGHBORHOOD MANPOWER PROJECT. FINAL REPORT.

ACTION-HOUSING INC., PITTSBURGH, PA.

PUB DATE FEB 66
EDRS PRICE MF-$0.18 HC-$3.24 81P.

DESCRIPTORS- *ADULT COUNSELING, *COUNSELOR TRAINING, *VOCATIONAL COUNSELING, *VOLUNTEERS, *DISADVANTAGED YOUTH, INTERAGENCY COOPERATION, NEIGHBORHOOD CENTERS, COMMUNITY ACTION, SELECTION, EMPLOYMENT OPPORTUNITIES, VOLUNTEER TRAINING, RECRUITMENT, UNEMPLOYED, EVALUATION, MOTIVATION, PARTICIPANT CHARACTERISTICS, ACTION HOUSING, PITTSBURGH

A 1-YEAR DEMONSTRATION PROJECT STUDIED A NEIGHBORHOOD-BASED SYSTEM IN WHICH VOLUNTEER NEIGHBORHOOD COUNSELORS HELPED UNEMPLOYED AND UNDEREMPLOYED YOUNG MEN THROUGH A JOB TRAINING PROGRAM AND INTO EMPLOYMENT. A MID-WAY REPORT CONCENTRATED ON RECRUITMENT AND TRAINING. THIS FINAL REPORT CONCENTRATES ON THE ROLE OF THE VOLUNTEER AND ON THE DEVELOPMENT OF A NEIGHBORHOOD SUPPORT SYSTEM FOR TRAINING AND EMPLOYMENT. VOLUNTEERS HELPED THE PROFESSIONAL STAFF OF THE NEIGHBORHOOD EMPLOYMENT CENTER RECRUIT AND INTERVIEW TRAINEES, THEY COUNSELED THEM THROUGH THE TRAINING PERIOD AND ASSISTED IN GETTING THEM JOBS. THE PROJECT SHOWED THAT INDIGENOUS, NONPROFESSIONAL NEIGHBORHOOD PEOPLE COULD BE TRAINED TO CARRY OUT SOME PROFESSIONAL EMPLOYMENT FUNCTIONS. WOMEN MADE THE BEST INTERVIEWERS, BUT WERE RELUCTANT TO MAKE HOME VISITS, WHILE MEN WERE MORE SUCCESSFUL AS COUNSELORS. CERTAIN CHARACTERISTICS SEEM TO MAKE FOR SUCCESS--SUCH AS MATURITY, MARRIAGE, A LONG TERM, STEADY JOB, AND PREVIOUS COMMUNITY VOLUNTEER WORK. REASONS FOR TRAINEES' STAYING IN THE TRAINING PROGRAM WERE COUNSELOR SUPPORT, MOTIVATION, EXCELLENT TEACHERS, TRAINING ALLOWANCE, AND NEIGHBORHOOD SUPPORT. REASONS FOR DROPPING OUT WERE DISLIKE OF SCHOOL SITUATION, LACK OF MOTIVATION, AND NO TRAINING ALLOWANCE. THIS DOCUMENT IS ALSO AVAILABLE FROM ACTION-HOUSING, INC., NUMBER TWO GATEWAY CENTER, PITTSBURGH, PENNSYLVANIA 15222. (EB)

ED011984

ACTION
For Employment

A Demonstration Neighborhood Manpower Project

ACTION-Housing inc.
ALLEGHENY COUNCIL TO IMPROVE OUR NEIGHBORHOODS
NUMBER TWO GATEWAY CENTER • PITTSBURGH PA. 15222

SEP 20 '66

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

THE FINAL REPORT

ACTION FOR EMPLOYMENT

(MDS-30-64)

A Demonstration Neighborhood Manpower Project

ACTION-Housing, Inc.
Number Two Gateway Center
Pittsburgh, Pennsylvania

This report, together with the Mid-Way Report issued in January, 1965. constitutes a complete analysis of the project. Copies of the Mid-Way Report are available from ACTION-Housing, Inc. This demonstration was carried out under contract to the Office of Manpower, Automation, and Training, of the U. S. Department of Labor.

February, 1966

SEP 20 '68

TABLE OF CONTENTS

Page

Summary 1
Final Report 3
Objective 4
Scope of Findings 5
History 5
How the Project Has Operated 10
Sub Professional Personnel 12
Role of the Neighborhood Volunteer Counselor 13
Men and Women Counselors Do Different Jobs 14
Who is the Neighborhood Volunteer Counselor 16
Results of Testing 17
The Composite 22
Testing Neighborhood Volunteer Counselors 23
Training the Volunteer Counselors 24
Needed Training 25
Communications with Agencies 28
Relationships with Community Resources 29
Wives Program 33
Effects of Training on Married Trainees 35
Status of the Training Groups 36
Administration 41
Relation to Neighborhood Urban Extension 43
Conclusions 43

Appendix:

Goals of Project
Comments from Board of Public Education
Comments from Bureau of Employment Security
Advisory Committee

SUMMARY

This final report concentrates on the role of the volunteer and on the development of a neighborhood support system for training and employment.

The Mid-Way Report issued in 1965, concentrated on recruitment and training, and the obstacles facing the hard-core in training.

This project has been part of a whole neighborhood system of development.

It grew out of work of neighborhood employment committees in Homewood-Brushton and Hazelwood-Glenwood, where citizens and professionals worked together.

Through neighborhood centers, hard-core youth were reached. Volunteers were used in recruitment and screening.

Neighborhood staff and volunteers assisted The Bureau of Employment Security in job development and placement. All graduates of training courses have been placed, or gone into service.

This project showed that indigenous, non-professional neighborhood people could be trained to carry out some professional employment functions.

Volunteer counselors successfully took on many serious tasks in recruitment, interviewing, follow-up, big-brother support. Women made best interviewers, men the best big-brothers.

The characteristics that seem to make for a successful Neighborhood Volunteer Counselor:

- Mature in age
- Married
- Steady, long term job
- Previous experience in community volunteer work
- Average mental ability

-High interest in reading
-Flexible in thinking and doing
-Team workers
-Energy

The neighborhood volunteer counselor need considerable training,

Need for close, regular contact between school personnel and neighborhood staff was shown.

A program to involve trainees wives was not successful. Lack of baby sitters, lack of personal contact, lack of staff for follow-up.

Why did some trainees stay in courses:

-Neighborhood Volunteer Counselor support
-Motivation
-Excellent teachers
-Training allowances
-Neighborhood support

Why did some leave:

-Anathema to school situation
-Lack of motivation
-No training allowance

Conclusions and Recommendations:

A. Pre-training preparation needed at neighborhood level.

B. Trainees need intensive counseling

C. Indigenous workers can do an effective job, and carry many professional duties, but need a realistic career path.

D. Great need for diagnostics and intensive counseling at neighborhood level.

E. Much more intensive and imaginative job development needs to be done.

F. Neighborhood employment center very useful instrument for reaching unemployed. Its functions should be expanded.

G. Volunteers can carry many important duties.

FINAL REPORT

This is a final report of a one-year demonstration project established to test the practicality of aiding unemployed and under-employed young men to enter upon training and placement in jobs through a neighborhood-based employment system.

ACTION-Housing, Inc. conducted this Special Group Manpower Demonstration Project under contract with the Office of Manpower Automation and Training of the United States Department of Labor. The contract was signed in April, 1964, and the project became fully operative about June 1, 1964. Earlier findings, covering the first six months, have been fully reported in a Mid-Way Report issued by ACTION-Housing in January, 1965. The operating project was closed out June 30, 1965.

A primary objective of this Action for Employment demonstration has been to test the effectiveness of neighborhood action in the area of employment. What happens when the strength and driving force of a neighborhood are organized and directed to work for and solve the problems of unemployment in poverty areas?

The specific project group to be helped by neighborhood volunteer workers was seventy, later becoming eighty, young men between the ages of seventeen and twenty-two. Originally these men were to be married or heads of households, but, because of recruitment problems, the percentage was changed to half married and half unmarried men.

All were from disadvantaged homes, in slum or gray area communities, and were either unemployed or underemployed. Most were not high school graduates.

This one-year demonstration program has been less concerned with assisting vast numbers of people, although the numbers are reported and are substantial, than with how neighborhood people helped other less fortunate neighborhood people, testing the neighborhood volunteer concept in employment.

It is not of primary importance that over 3000 people in the two neighborhoods came to the neighborhood employment centers to be registered for jobs, counseling and training. Or that only half of the men registered remained in the four training courses, or that it is known why trainees were lost, or that other services were rendered by the employment centers.

What is most important is that roughly fifty neighborhood volunteers were willing to train and then to give themselves to a program for a year's period to help fellow neighborhood people. Four became full-time paid staff, but the rest were completely unpaid. Neighborhood volunteers helped their neighbors with dedication, ethics, and professional conduct. When they said they would do something, and these somethings were often inconvenient, they could be depended upon to do it.

Objective

Our neighborhood paid and volunteer workers helped select young men for training and assisted them to successfully complete a training program, giving them support and motivation through counseling while in training and assisting in placing the men in jobs after they had finished training. The trainees were supported by and motivated by volunteer neighborhood workers.

Two different communities were engaged, the Hazelwood-Glenwood area and the Homewood-Brushton area in Pittsburgh. Both have been designated, by the Mayor's Committee on Human Resources, Inc., as priority poverty areas in the City's Community Action Program.

The two employment centers have become models for a number of such neighborhood employment centers established under Pittsburgh's Community Action Program.

Our findings and conclusions are not based upon numbers or upon successes and failures in training, but upon experimentation with a neighborhood system and resident involvement.

Scope of Findings

Many of the findings and conclusions of this report are open to disagreement and for discussion. We are not attempting to formulate legislation or directives, but to describe our findings and conclusions and, in some cases, state hypotheses and theories.

Because we are dealing in the realm of human behavior, we are obligated to accept feelings, attitudes, and thoughts of people as evidence.

For some of the conclusions and hypotheses, there is much evidence, for others little.

History

How old is the Action for Employment program?

In one sense, it can be said to be no older than when it was conceived perhaps two years ago. But this is not entirely true for in actuality we would have to place the conception of this program back somewhere in the early fifties or late forties. Let us here talk about just one of the two neighborhoods we worked in -- Homewood-Brushton.

In the late forties, the Homewood-Brushton area changed from a predominantly white neighborhood to a predominantly Negro neighborhood. In the early fifties Negroes came into the neighborhood, bought homes and settled there. Many of these were World War II veterans just out of service and beginning to raise families -- they needed housing. These families bought housing in Homewood-at inflated prices, in many cases.

Negroes were considered fair game. They needed housing and were often over-charged. Then, as now, the Negro could not pick and choose where he wanted to live and expect to pay a reasonable price for his property.

As people moved in and lived in the Homewood area, they soon found that their community was in decline. They were afraid that the amount of money they had paid for a home would soon be lost, and this they did not want to happen. To stop, or slow down, their community from becoming a slum, people recruited their neighbors into block clubs. People living in the same block organized for mutual protection. As block clubs became more numerous, they began to communicate with each other. As they communicated it became clear that if they were to make themselves heard and felt, concerted effort was needed. This dire necessity for concerted effort spawned into community organization. It was simply called by its initials HBCIA -- Homewood-Brushton Community Improvement Association.

The HBCIA was formed primarily to make the community's grievances known to the City. In turn, the Association wanted from the City of Pittsburgh the needed community resources brought to bear that would improve the community and stop decline. This often took the forms of housing code enforcement, better roads, more police protection, more and higher quality education, and the kinds of services that the white neighbor expected from the City. From its birth in 1954 and for six years HBCIA tried to make its needs known and to get action, but with limited success. In the late fifties and early sixties, industry and the more affluent members of the community finally took heed of the slums that seemed to be quickly enveloping the Homewood-Brushton area.

"Something must be done," they believed, to involve all elements of the neighborhood in development. HBCIA represented only residents; it did not include industry, merchants and some of the neighborhood's institutions.

To become a force of improvement, in 1960, a Citizens Renewal Council was formed which was made up of HBCIA, local business and industry, and the affluent members of the community. In conclave they concluded that a catalyst, in the form of a person, had to be brought into the community to help them develop leadership, organize and become a moving force satisfying their needs and rights.

They asked ACTION-Housing, a private, non-profit civic organization working to assure that the people of Allegheny County be well housed, for help. They got it. ACTION-Housing, with a three-year pilot grant from The Buhl Foundation, opened a renewal office in the community directed by a new kind of urban worker -- a Neighborhood Extension Worker.

The Renewal Council was formed of all factions in the community. It is intended to pull together for community action the people who live in the area as well as those who have investments in business and industry. The Council has a president, officers, and various committees for action on the many fronts which are important to the community.

The Renewal Council started to work. Its primary target was housing. It soon discovered, however, that getting people to improve homes was only one problem, one that couldn't be of significant help unless many different problems were in the process of being solved at the same time. A committee was formed to handle each of the major problems. For example, committees were formed within the Renewal Council for education, employment, housing code enforcement, and public services.

Citizens of the Hazelwood-Glenwood neighborhood went through a similar history of seeing their neighborhood begin to decline, and organizing for action. They, too, formed committees, including an employment committee.

The employment committees were where this project, Action for Employment, was conceived and born.

Action for Employment started when a small group of dedicated people from the employment committee decided they were going to help people within their community find jobs. They started by registering all unemployed people in the community and from this moved into a part-time, non-profit employment agency. As for operating on a shoe-string, they didn't even have that. This three-nights-a-week agency was manned by members of the employment committee who took on the task of interviewers, records keepers, and job development. No training, no experience, just guts and dedication -- these were their people. They were able to get some people jobs.

It was the problem of finding jobs for members of the community that led to this Action for Employment demonstration project. The community believed that their own people, a few paid but mostly volunteers, could select, motivate and support, and find jobs for its unemployed and underemployed.

It is no longer a belief -- it is a fact.

The goals with which we started out are outlined in the Appendix. Although we consciously planned, organized and worked toward each of these goals, we found that some goals became more important than did others, some changed, and new ones came into being. We constantly attempted to restate these goals but found they were parts of a whole -- and, more important, no single part represented the whole. We found that we were constantly referring to our goals as two parts of an integrated and interacting whole -- one part concerned the staff (professional, sub-professional, and volunteers), and the second part the people we either were helping or wanted to help and their needs.

Our objectives with our staff were to determine the extent to which indigenous paid and volunteer workers could be used in carrying on a program of recruitment, counseling, training, and placement. We were concerned with their use and limitations when working within their own neighborhood and among people who might be their neighbors. In this report, and others, we have described some of the uses and limitations indigenous workers have, but our experience has shown that there are many uses which we have not touched on. Some of these are described in this report.

The second half of the whole is the people our staff were helping or wanted to help -- our staff's neighbors and people living within the community. Although the group we said we would help in our original proposal was seventy young men between the ages of 17 and 22 years old, in the final analysis the numbers we helped in one way or another were closer to 3,000 people of all ages and both sexes. Of the men in the target group, the seventy men ages 17 to 22, forty-five graduated from training and all have been placed or gone into service. Both the men in our original target group and people in the larger group we served had every kind of human problem and misery.

And so the two parts of the whole are complete -- the indigenous workers as helpers interacting with their neighbors being helped.

Services provided to the 3,000 people who were in contact with the neighborhood centers but not trained in the project, were described in detail on pages 13 through 15 in the Mid-Way Report. As stated there these services included registering applicant with the employment service, and referral to counseling and testing, and some direct job placement. Also referral to MDT and other training, educational institutions, and marriage counseling, health sources, psychiatric and other community resources.

Further, as was pointed out in the Mid-Way Report, because of limited staff and the diversification of their duties, only those applicants for which a program was available could be referred, that is the staff could not develop programs for each person on an individual basis. Roughly, of the 3,000 people seen in our neighborhood office during the length of Action for Employment, the following service was given:

	Homewood	Hazelwood	Total
New Allocations (All ages and sexes)	2,483	559	3,042
Training Applications (for the 2 demonstration courses)	70	62	132
Employer order for jobs received	235	80	315
Referrals to employers	604	224	828
Placements	237	70	307
Referrals to Manpower Training (other than demonstration courses)	372	201	573

How the Project Has Operated

The project has operated out of Neighborhood Employment Centers. There is one center located in each of the two neighborhoods. Each is in a store-front, just off the main shopping street of the neighborhood. These centers are part of the whole system of neighborhood development being pushed forward by the citizens' council in each neighborhood. The comprehensive development effort is known as Neighborhood Urban Extension.

The sub-professional counselor coordinator in each neighborhood has been office manager, and reported directly to the project director. In each case, the coordinators have been from the ranks of the councils' employment committees. Each office had assigned to it a full-time professional from the Pennsylvania Bureau of Employment Security and later youth counselors and VISTA volunteers. The counselor coordinator, office secretary, and Bureau of Employment Security personnel and VISTA formed the full-time staff of each office. In addition, each office had between 15 to 25 neighborhood volunteer counselors.

There always have been sufficient volunteer counselors to handle the work of the project.

When the typical applicant first came to the employment center, the secretary asked him differentiating questions and gave him a standard Bureau of Employment Security application form. Potential candidates for the demonstration courses also filled out a special detailed application. Each applicant was then interviewed by a neighborhood volunteer counselor. If the applicant was unable to write, the neighborhood volunteer counselor filled out the form while interviewing the applicant.

The applicant was then occupationally classified and referred for a job, if one existed, or to training if there was an appropriate program about to begin. If no jobs or training were open, the application was filed for possible future openings. Because the project was not originally designed to do broad individual career development, some people in the files have not been called for training or placement, although the present expanded centers are able to offer service to many more.

Men who were interviewed for the demonstration courses in automobile service station mechanic or scientific helper were given special interviews. Two weeks before the beginning of training, they were asked to appear for testing, nomination interview, and in some cases for special counseling.

Employment applications, job orders and referral forms were those of the State Employment Service. The records of the neighborhood employment center, except for tests and a form used with the demonstration trainees, were the same as those used by State Employment offices.

The employment centers' effectiveness can be measured only in light of their purposes. They recruited the men for the four special OMAT classes. The centers also have been effective in referring local applicants to jobs in the neighborhoods and to training programs open throughout the City. They have been able to register people not in contact with the State Employment Service. Particularly, the centers have been able to reach hard-core, disadvantaged young men not normally contacted by the Bureau of Employment Security.

After a young man had been selected for training in the OMAT program, he is assigned to a neighborhood volunteer counselor. The counselor, usually a male, would see the trainee as often as three or four times a week or as little as once every third week. The neighborhood volunteer counselor would try to establish a friendly and confidential relationship with the trainee. He would attempt to find out what problems the trainee was having, help the trainee solve some of these, and have the others passed on to the coordinator and the project director. Problems ranged from the best route to get to school, to narcotics and crime.

Six weeks to two months before a class was scheduled to be completed, the process of finding jobs for the graduate began. The Pennsylvania Bureau of Employment Security assigned a man from one of the central offices and the Action for Employment staff work on job development. This has been a cooperative and joint effort. One of our earlier reports recounts how PSES, the Pittsburgh Board of Public Education, a major oil company representative, Retail Dealers Association of Allegheny County, and the staff of Action for Employment all cooperated in putting on a job finding campaign.

Men in the course have been referred to jobs by the neighborhood employment center. The PSES referral cards are used and they get the credit for placement.

After men are placed, the coordinator and BES representative may contact employers to determine if problems have arisen and their nature. They try to help to solve any problems that exist.

Sub-Professional Personnel

The experience of the year-long project has demonstrated conclusively that people from the neighborhood can handle professional employment jobs. The specific reasons for this conclusion are set forth in the Mid-Way Report. The findings have been sharpened by experience of the last six months.

Employment seems to be one area that sub-professionals can handle as well as professionals. We believe also that they are quite capable of being trained to do jobs approaching a professional nature in both teaching and counseling. Further, we believe that the success of any project connected to poverty will have more chance of succeeding when indigenous workers who know the neighborhood and its people play an integral part.

We must, however, add a note of caution. The neighborhood worker needs training -- for that matter so do professionals. But even more, a highly selective process for identifying and selecting sub-professionals is needed. The challenge is to identify those people with the drive, the mental ability, and the personality to do the job. These factors are difficult to identify.

In our project we were fortunate in obtaining exceptionally able people to staff each of the two neighborhood employment centers. In fact, our Hazelwood office's secretary was offered and accepted a position, at the end of this project, as a coordinator of a similar office just starting in another neighborhood.

Each neighborhood coordinator worked closely with the Bureau of Employment Security staff assigned to his office. Originally this was one man in each office, but with the advent of the Youth Opportunities Center in Pittsburgh, a second man - a counselor - was added. Although the coordinator has no direct supervisory relationship over the Bureau of Employment Security staff, there has been a necessary close working relationship.

The coordinator has been directly responsible for the supervision and direction of volunteer workers. The immense contribution of volunteer workers is one of the major innovations demonstrated in this project.

In the following section we discuss the neighborhood volunteer counselors and what they did. In reading the section, keep in mind that the project director and coordinator backed up the volunteers on the knottiest problems, especially those that were recurring and long lasting, but that volunteers undertook many tasks never before thought possible.

Role of the Neighborhood Volunteer Counselor

A critical factor in this entire project has been the neighborhood volunteer counselor. This is the neighborhood person who has been a focal point of this demonstration project.

Neighborhood volunteer counselors were used because it had been ACTION-Housing's experience in other urban renewal activities that neighborhood people wanted to and would work in volunteer positions and be of key service.

It was felt, and we believe correctly so, that an indigenous worker would understand and have empathy with people from the neighborhood. The indigenous worker not only can recognize and appreciate problems of neighborhood people, but also the traps - as, for example, when the person being helped is trying to deceive the helper. The indigenous worker can communicate more easily, he knows the local idiom, he knows who is who, and where things are, and in addition works for satisfaction only. We believe we have been justified in the confidence placed in the neighborhood volunteer counselor.

In the Mid-Way Report we spent considerable time describing some of the jobs that the volunteer counselors did, telling of both successes and failures. In that report, we stated that in the second part of the project we would give increased attention to the characteristics and usefulness of the volunteer counselor. This has been done.

Originally we had hoped to be able to identify people who were the successful and unsuccessful volunteer counselors. We had thought to rank each volunteer on some standards from excellent to poor. Because of the human factor involved, it has turned out to be impossible to assay the counselors in a simple statistical table. However, generally speaking, the counselors who helped carry out this program had, we believe, the qualifications to perform effectively.

Men and Women Counselors Do Different Jobs

In the second part of the study, the women counselors continued to do job interviewing. This was described in the Mid-Way Report. It consisted of intake work in the employment center, helping applicants fill out applications, job interviewing, and some referral to jobs or training. Over the entire project time over 3,000 people have been seen in both offices for various purposes. Women also assist in the selection of young men for OMAT training programs. As was stated in the Mid-Way Report, the problem was that women volunteers, who were mainly housewives, were reluctant to call on trainees at their homes. Because of this, it was decided that men should be recruited and trained to do so-called outside counseling with the individual trainees. This was done. Since the middle of this project there has been an equal number of men and women counselors, each doing different jobs.

In an interview survey of thirty male trainees done by the project director, it was found that trainees wanted men counselors and felt more comfortable with them. They felt they were better able to talk to fellow men about problems.

In the last half of the project, women handled the office duties and men did counseling with trainees. Each man was assigned no more than three trainees; most had only one or two trainees. In this way, it was sought to keep from overloading the male counselors.

The results of this demonstration within a demonstration have been excellent. We have found that men, as outside counselors, are not reluctant to visit homes or establish an on-going relationship with the trainees. Many of the men in fact established excellent helping relationships with trainees who began to turn to their counselors to discuss a whole raft of problems. The counselors in turn reported this experience to be a satisfying, although sometimes frustrating, experience. They learned a great deal about less fortunate persons living in their neighborhoods.

Male counselors found that they could not spend too much time with individual trainees. If overdone, the trainee felt he was being constantly watched. The counselors feel the amount of time to be spent with each trainee will vary with the trainee and that no strict rules can be determined. Some trainees proved to have a definite need for a dependent relationship and might need contacts two or more times a week. Others had need for independence and if too much time was spent with them they would rebel. Still other trainees had a need for a father figure and for authority -- they might require a weekly contact or even a bi-weekly contact. There is no rule to follow except to understand the trainee and what his needs are and how the counselor can best help him.

Through bi-weekly meetings, it was hoped that the counselors would be helped to gain insight into their own behavior and biases and become more effective in working with trainees. In counselor staff meetings it was possible only to help the counselor gain insight about themselves in relationship to the case they discussed. For example, in discussing the problem of establishing rapport with a trainee, the counselor was asked how he felt about what happened, what his attitudes were, and what effect these feelings and attitudes had on the counselor.

Who is the Neighborhood Volunteer Counselor?

In this section we will attempt to draw a picture of the neighborhood volunteer counselor. It is hoped that this will give the reader a better idea of what makes a successful neighborhood volunteer counselor.

The neighborhood counselors, for both neighborhoods, had an average age of 44.7 years. The range was from a low of 28 to a high of 63. About 90 per cent of the counselors are married; most have children who range from pre-adolescence to adult. Most marriages are for the first time, only a few had previous marriages. The typical counselor married in his or her mid-twenties and many of the men had served during World War II or the Korean War. The average education was high school graduate, a few had not completed high school and a few had more than high school. Only three counselors had finished college.

The neighborhood volunteer counselor, typically was a long-term, steady employee. He or she was not the kind of person to jump around from job to job; many had worked in the same place for 20 or 30 years. They worked at such diverse occupations as small business, running a home, civil service, sales, and some semi-professional. They lived in the neighborhoods where they counseled.

In Homewood-Brushton, all the counselors were Negro. In Hazelwood-Glenwood, approximately 60 per cent of the counselors were white while 40 per cent were. Negro.

In the great majority of cases, the counselors had been in community work as volunteers prior to joining this project. Many held leadership positions in fraternal, social, and political groups, in addition to serving on one or more committees in a citizens council. A counselor might, for example, be a member of the employment committee, a member of the education committee, and code enforcment committee. The individual drawn to this work was for the most part, active in the neighborhood and enjoyed doing community work.

Their average annual income probably ranged between $5,000 and $7,000 a year. Most of the counselors received a yearly salary rather than an hourly wage.

Results of Testing

A representative sample of counselors (20) was given between three and five different psychological tests. These tests were selected to answer the following questions: 1) In comparison with the general population, what is the mental ability of the counselor group? 2) What are their interests? 3) How would we describe their personality? 4) What seems to motivate them?

To assist in finding the answers, five psychological instruments and interviews were used. The tests were:

a. The Wunderlich - a test of mental ability.
b. The Rorschach - a projective instrument used to analyze aspects of personality and motivations (a group form was used)
c. The Kuder Preference Record-Vocational, Form CA - one of the most widely used interest inventories (It attempts to

determine what occupational fields a person is disinterested in, mildly interested in, or highly interested in)

d. The Guilford-Zimmerman Temperament Scale - a group personality questionnaire

e. The DF Opinion Scale - a questionnaire which attempts to determine what motivates or drives a person.

The questionnaires, the Kuder, the Guilford-Zimmerman Scale and the DF Opinion Scale can, for the most part, be swayed by the individual completing the scale. The Rorschach is greatly dependent upon the skill of the examiner who administers and interprets the instrument. The Wunderlich is a relatively objective scale having right and wrong answers. But, like most tests, out of date. In all cases, the interpretation and statistical work was done by the Project Director.

The counselors were told that they were not required to take the tests if they did not want to, but few refused. Also, if they wanted the results, the Project Director would interpret them in a counseling interview.

The counselors were requested, because of the nature of the instruments, to be as honest as possible in answering the questions. It was explained that the results of the Kuder, the Guilford Scale, and the DF Opinion could be swayed. It was explained that the purpose of the testing was to get a word picture of people who become neighborhood volunteer counselors. In some cases, the counselors were allowed to take home the Kuder, the Guilford, and the DF Opinion if there was not sufficient time to complete the test after the meeting. The Project Director has, for years, allowed people in counseling to take home such instruments as those described above with no loss of accuracy. In fact, many people have stated that they much prefer completing these questionnaires in a non-office setting. This is especially true of the mature person.

What were the results?

Mental Ability - The results here were what we expected.

The mean (average) of this group was the mean of the general population of people in the Pittsburgh area. Our group could be thought of as having average mental ability. There were a few people who scored high and a few who scored low. The numbers of people on the extremes were not enough to off-set the average. Test scores were adjusted for age.

The Kuder Preference Record measures 10 broad occupational areas.

Table I in the first column, shows, each of the "Areas" by name.

The next column is labeled the "Mean." This is the average for the group for that occupational area. The rating of low indicates a definite disinterest in an area, while a rating of high indicates a definite interest in that area; the middle ratings may indicate a mild interest or disinterest or a neutral feeling.

The last column which is labeled "Dispersion," indicates whether the scores for that area were scattered all over the scale or clustered about the average. Those that are clustered show a stronger tendency and greater faith in the mean.

Table I
Kuder Preference Test

Occupational Area	Mean	Dispersion
Nature	Low	Scattered
Mechanical	Middle, low	Scattered
Computational	Middle, high	Scattered
Scientific	Middle	Clustered
Persuasive	Middle, low	Clustered
Artistic	Middle, low	Scattered
Literary	High	Clustered
Musical	Low	Scattered
Social Service	High	Clustered
Clerical	Middle, high	Scattered

In summary, the neighborhood volunteer counselor has a high interest in working with people and in writing and reading; has a low interest in outdoor and musical activities, with a mild interest or disinterest in the other areas.

The Guilford-Zimmerman Temperament Scale. This survey contained 10 categories and attempts to measure various characteristics of personality or temperament. The labels given the characteristics are not technically accurate; they are intended only to offer a representative category for each characteristic. The second column labeled extremes will give a more accurate picture of the nature of the characteristic. The last column gives the group's average.

Table 2
Guilford-Zimmerman Temperament Scale

Characteristic	Extremes	Mean
Energy level	Inactive-Energetic	Middle
Control	Impulsive-Restraint	High
Social Strivings	Submissive-Bold	High
Interest in People	Shy-Interested	High
Emotional Development	Instable-Stable	High
Living Inside One's Self	Subjective-Objective	Middle
Hostility Level	Belligerence-Agreeableness	High
Point of-View	Reflectiveness-Thoughtfulness	High
Sex Identity	Male-Female	*High

* Appropriate for each sex.

The DF Opinion Scale attempts to measure motivation or drive. In Table III there are but two columns. The first column identifies the motive, while the second column describes where the group stands.

Table III

DF Opinion Scale

Motives	Standing
Need for Attention	Lacks a need for recognition or status.
Liking for Thinking	Enjoys mathematical thinking, logical problem-solving and planning.
Adventure vs. Security	Seeks security and is timorous.
Self-reliance vs. Dependence	Self-reliant, responsible and dependent.
Aesthetic Appreciation	No clear average.
Cultural Conformity	Fully accepts social customs; have a highly developed conscience and ethical awareness.
Need for Freedom	Likes order, system, an organized life and are willing to accept controls.
Realistic Thinking	A realistic view of themselves with a matter-of-fact attitude, forthright and direct.
Need for Precision	Need for exactness, precision and detail.
Need for Diversion	Little need for recreation.

The Rorschach. To generalize from the information developed in a group, Rorschach presents a difficult task. Although people display great similarities in behavior, they also display vast and varied differences. And each person reacts to himself and his physical and social environments with characteristics that are all his own. Here we will describe the similarities among the NVC's and pay little attention to their differences.

Neighborhood volunteer counselors show a well developed facility for thinking through and understanding the broad, overall picture at the same time having the ability to see the relationships between various parts of a situation. At times they have a tendency to overlook the practical or concrete. They are not perfectionists nor do they focus too much on the precise and the trivial. They have a well developed facility for thinking logically, both inductive and deductive, and basing their judgment upon accumulated evidence before coming to a conclusion. As a group, they are flexible rather than rigid in their approach to life, people, and problems. They are accepting of others' viewpoints and are mentally alert. As shown in some of the other instruments, our neighborhood volunteer counselors have a well developed awareness of and conformity to society and its customs. They have a normal amount of concentration power. They are interested in and sensitive to human relationships and problems. They have a highly developed sense of social responsibility. This group tends to conform in thinking and shows little inclination toward originality or creativeness. They are average in persistence or stick-to-itiveness and not overly aggressive. They are willing to assert themselves although there is no personal gain evident, and have a highly developed sense of acceptance of one's obligation to himself and his community. They are willing to play on a team and show a great deal of cooperative effort. They are sensitive toward others' human problems and are willing to submerge their own needs to the interest of others. They are generally tactful and have confidence in themselves and what they are doing. They show stable and well established behavioral patterns. They have a normal amount of moodiness, less anxiety than most people, and are above average in their ability to control their emotional energy and impulses. They have, and use, their ability to follow through on a planned course of action, concentrating their energies toward reaching their goal. They are usually able to channel their energies in productive channels. They show a tendency to accept and be directed by socially accepted codes, norms, and mores.

The Composite

If all the foregoing is put together, we get a picture of a group of people who have average mental ability, show a high interest in social situations working with people, and reading and literature. The volunteer counselor is an energetic person who has a great deal of control over his energy and impulses, is attracted to people and reaches towards them, has a high degree of emotional stability, is objective, friendly, thoughtful, cooperative, and has a well developed, positive sexual identity. He does not have a need for status, enjoys thinking through logical problems, seeks security, is a highly reliable individual with a fully developed sense of social customs, conscience and ethical awareness. He likes an orderly and systematic life without being overly rigid, tends to think realistically and somewhat precisely. He is not inclined toward original or innovative individual thinking. He tends to follow paths that have been laid down. The volunteer counselor is mentally well balanced and an emotionally secure individual who has the right combination of flexibility and rigidness in approach to and dealing with life.

Testing Neighborhood Volunteer Counselors

Volunteer counselors were questioned as to how they felt about taking psychological tests. Two points were brought out.

1. They did not feel any imposition on their time or invasion of their privacy in taking tests.
2. Most of them enjoyed taking the tests, especially the personality inventories. It should be noted that no name appeared on their test paper unless they wanted it. Each person picked a number out of a hat. This number was put on their papers. When a counselor wanted to learn the results of tests he had taken, he gave the Project Director his number. The Project Director would describe the tests' results, interpretations, and counsel on their implications.

The neighborhood volunteer counselors said that initially they were a little apprehensive and suspicious of the tests. However, as they started to take them they warmed up to the tests and many said they enjoyed taking them.

The neighborhood volunteer counselors said that new volunteers coming into the program in the future should be asked to take the battery of tests. These tests should then be interpreted to the counselor by a professional who would help the counselor to understand himself, how he could use his assets, what biases he might have that would get in his way, and what he might do to improve himself.

Training the Volunteer Counselors

In general, volunteer counselors feel that the training that they had was good, but that they did not receive enough training. There were two training programs held. The women counselors attended both while the men attended only the second. These programs were:

1. Interviewing Training. A week-end course which started on a Friday night and ended late Sunday afternoon. This covered job interviewing and the problems involved. It provided the trainees with a method of interviewing, some techniques used in interviewing, and some supervised practice interviewing. This particular course was taught jointly by the Project Director and a staff member of the Bureau of Employment Security who had been assigned to the project.
2. Personality and Counseling. This was also a week-end training program which started on a Saturday morning and was finished the middle of Sunday afternoon. The program was taught by the Project Director and two social workers. In this program it had been hoped to give the group a brief theory of personality development, some knowledge of non-directive counseling techniques, and finally actual practice in counseling. However, because the group became involved in discussing personality development, only a small amount of time, around four hours, was put on non-directive counseling and no practice at all on actual counseling.

3. Staff Meetings. As was mentioned earlier, volunteer counselors received some training during bi-weekly staff meetings. It was here, for example, that counselors concluded that counseling need not be done in the office but could be done anywhere.

Needed Training

It is apparent that neighborhood volunteer counselors need a great deal more training than they actually received. It is estimated that the volunteer counselor should receive approximately 100 to 120 hours of training as a minimum prior to becoming and after starting to counsel. This training should emphasize the following:

1. An understanding of oneself, how one affects others and how others are affected by themselves. Some idea should be provided of his biases, prejudices and other problems.
2. An understanding of personality development, individual differences, and the dynamics of group behavior. This could be done to the detail used in training industrial managers in human relations, or some of the newer halfway techniques used in mental health education.
3. Skill with counseling techniques (non-directive) with the emphasis on helping the counselor gain a frame of reference for helping other people.
4. Supervised practice in interviewing and individual and group counseling.
5. Community resources operating in the neighborhoods and resources available out of the neighborhood for help. These should be understood thoroughly by the neighborhood volunteer counselors.
6. The role of the neighborhood volunteer counselor in relation to other groups and organizations working in the neighborhood.

7. The role of the neighborhood volunteer counselor in relation to professionals doing interviewing, counseling, and other professional type work.

We do not expect the counselor to do the same work which a professional does. We do, however, feel that he has the capabilities of developing a close enough relationship to another person to be able to direct the other person to a resource he needs in the community if one exists or direct him to some professional person who is able to understand the individual's deeper problems.

Volunteer counselors were asked how much time they felt a volunteer, such as themselves, could give in order to take training. If they were paid for the amount of time lost from work, many said, they thought that employers would allow them to take a week or more without pay. They felt that training bunched together, such as a week at a time, or perhaps two weeks, would be the best way for them to obtain training. They felt that weekend training was good; however, it was not always possible to get everybody together for a particular series of weekends. Seven consecutive days of training, they felt, was superior to two or three weekends. Also, they felt that, although once a week training, say for 15 weeks, three hours a night, sounded good, it ran the chance of spotty attendance.

Many of the volunteers were looking for formulae that could be used in helping or working with trainees. In this regard, the women felt that the pattern interview form which had been developed at the beginning of the project by the Project Director for interviewing of trainees had been of immeasurable help. They felt that this gave them a clear idea of the kinds of information they were looking for and the questions needed to elicit information.

Volunteer counselors felt that they had received adequate supervision and that there was always someone available who could give them an authoritative answer when they had a question. A few felt that supervision was not close or strong enough. The tendency during the project was to avoid overburdening the volunteers because of a fear of discouraging them. The volunteers said that they didn't feel pushed or under pressure throughout the year. They said, had they been asked, they could and would have given more time. Every counselor said he or she enjoyed what they had been doing, and felt that they had accomplished something quite real and valuable. Many of them wanted the project to continue.

The male volunteer counselors developed the habit of using whatever places were available for meeting trainees. In some of the earlier conferences with the male counselors the questions, "Where can you talk to a trainee?" was continually asked. It was suggested that almost any private place could be used for counseling. There was nothing wrong with talking with the trainee while on a walk, sitting in a car, in a barbershop or cafeteria, finding some private place in the trainee's home, or seeing the youngster after or before school, depending upon the counselor's time. Almost any place that gave some privacy was good. It was stressed that interviews should not be formal or rigid. Such an atmosphere would interfere with building rapport and the trainee might easily feel insecure in a formal and foreign surrounding. In addition, it was also felt that seeing the youngster in his environment, perhaps even running into his friends, might give the counselor clues as to the world in which the trainee lives and has to cope with.

It was found that using whatever facilities were available was feasible in many cases but in others it was not. One trainee, for example, could only see his counselor at the trainee's home. There were always people sitting around listening to what the counselor and trainee were saying. Good counseling, in such surroundings, is impossible.

When the weather was warm and pleasant, going for a walk or sitting in a car worked well. However, when the weather turned cold and the snow came, outdoors was impractical. Although the employment center was available in the evenings, it still represented a formal atmosphere. It is felt the most desirable place would be a lounge-type office attractively and comfortably appointed. Such an office should include one or two comfortable chairs without a table between, should be private and specifically used for counseling. If this, however, is not feasible, then almost any private place to which the counselor and trainee can repair would be of value.

For many reasons trainees had to be contacted at home. This would be for counseling sessions, because they had been absent or missed school, or to deliver some kind of message to the trainee. Women were usually reluctant to make such visits unless they were accompanied by another person, preferably a man. Men, on the other hand, are not reluctant to make such visits. They feel more secure in venturing into the rougher areas.

The counselors who made visits to the trainees' homes felt that they got a better picture of the trainee and the conditions he had to live and work in. They felt that it gave them a good prospectus of the trainee and how he had to operate. It often gave the neighborhood volunteer counselor clues that helped to explain the behavior of the trainee. In some cases, visits were made to the trainee's home prior to the time he started training. The purpose of this visit was to acquaint the trainee and his family with the training program and what to expect during the weeks and months ahead. The counselor not only described the training program, as much as he understood of it, but also told them about the problem of their getting checks, the necessity of not being absent or tardy from school, and the kind of job they might expect when they finished the program. Home visits should play an extremely important part in future programs.

Communications with Agencies

The neighborhood volunteer counselors said that better communications with other agencies in the neighborhood might have helped them.

They felt that although the coordinators had fairly good contact with such agencies as the schools, Department of Public Assistance, the Bureau of Employment Security and others, the counselor had very little contact with these agencies. They felt that if they had more direct concern with the agency itself they might be in a better position to direct their particular trainee to any help that he might need.

Relationships with Community Resources

The Mid-Way Report outlines the various community resources with which Action for Employment established communications and relationships. During the second half of the project there was little change in relationships except with the Pittsburgh Board of Education. Comments of the staff of the Board on this project will be found in the Appendix.

During the first part of the program, contact with the Pittsburgh Public Schools was with supervisory staff; that is, with the supervisor of vocational education and subordinates reporting directly to him. In the early days the schools felt that contact should be between the project supervisor and the vocational education supervisor. There was little communication among neighborhood personnel, neighborhood volunteer counselors and teachers and counselors within the schools. The school authorities felt that grass roots communication and contact might overly burden the teachers and school counselors. They felt that all information concerning trainees should be channeled through supervision. Any information that the project staff needed from the school counselors should go through the head of the school to his counselor and back over the same route to the project administration.

Throughout eight months of the project the neighborhood volunteer counselors had no relationship with the schools. In fact, we were not able to speak with teachers or counselors. The neighborhood volunteer counselors felt that such communications would have been of immeasurable help in both interviewing and counseling the youngsters. The schools felt, and perhaps rightly so, that communication directly with teachers would be too disruptive to the classes and that we would be establishing our classes as special and apart from other MDT classes.

In turn the schools felt that they received insufficient information from the neighborhoods. They said such information would have assisted them in understanding and working with the trainee.

It was only during the last four months that a number of meetings were arranged among the staff personnel of Action for Employment, the head of the vocational schools and a number of his Pittsburgh Public School counselors. These were, for the most part, planning meetings. There was some discussion of problems, and how our staff and school counselors could work more closely. Arrangements were developed whereby the employment office coordinators would contact the counselors directly.

By the time this arrangement had been worked out, there were only a few months left for the project to operate. Also, by this time, all of the most difficult trainees had either left the program voluntarily or had been dismissed by the schools. It was impossible, therefore, to determine how effective closer contact between community organization and school might be. It is our opinion that if a fuller relationship had existed from the beginning among the schools, their counselors and teachers and our own staff, both paid and volunteers, the number of trainee losses might have been substantially reduced.

The public school officials have stated that our trainees received three times the amount of counseling received by trainees who attended their other MDTA courses. In addition they declare that those who attended the other MDT programs had a lower drop-out rate and termination rate than did our trainees. The schools have suggested that perhaps our trainees were over-counseled, overprotected, and over helped.

We believe that there is a real difference between our trainees and the vast majority of trainees in other MDT classes. We further believe that our trainees are the hard-core unemployed while the regular MDT trainees are a mixture. We say this for the following reasons:

1. The age group of our trainees was 17 to 22, which is the most difficult age group with which to deal. Most people in MDTA courses are above this age group and often have a fair employment record - most of our trainees had no employment record. (See Table IV). Approximately half were married, and half single. When recruited, three-fourth of the married men and single men were on public assistance. About two-third of the married men on public assistance had children. Nearly all the married men had small children, and consequently their wives were not working.

2. People in regular MDTA classes are there usually through self-selection. Most of the regular MDT trainees actively solicited training at the downtown offices of the Pennsylvania Bureau of Employment Security. Our trainees, on the other hand, were recruited in the neighborhood and often they had to be sold on the value of training. These were not the people who would go to the main office of the Bureau of Employment Security or actively seek out training. A number of trainees were referred through the Department of Public Assistance.

3. The vast majority of MDT programs have entrance requirements which would be a restriction to our men. These requirements might be in the form of test scores, education, the absence of a police record, etc.

4. Regular MDT trainees showed more motivation and security, they are closer to the middle class standards. They ventured

TABLE IV

Prepared by Pittsburgh Public Schools
Division of Occupational, Vocational, and Technical Education
Manpower Development and Training

Course	Age			Grade Comple.			I.Q.			Reading			Arithmetic		
	H.	L.	Av.	H.	L.	Av.	H.	L.	Av.	H.	L.	Av.	H.	L.	Av.
*Scientific Helper	22	17	19.7	12	9	11.4	118	83	97.0	12.9	7.8	10.7	12.0	4.9	8.9
	22	17	19.4	12	8	9.9	118	74	95.7	12.2	3.3	8.8	12.4	3.2	7.5
*Auto Service Station Mechanic	22	17	21.2	12	8	10.5	109	72	82.9	11.7	2.9	7.6	8.1	4.2	6.6
	22	17	19.1	12	8	9.8	97	74	85.3	10.6	3.1	7.2	9.2	5.1	6.3
Auto Body Repairman	43	17	23.6	12	8	10.5	116	73	84.0	12.5	4.2	9.1	10.1	4.0	7.7
Service Station Attendant	26	17	20.0	12	7	9.6	103	70	84.1	10.6	5.6	7.9	7.7	5.9	6.8
Cook	50	18	26.7	12	7	9.6	96	70	82.0	11.5	3.7	7.7	8.9	3.9	6.6
Electronics Mechanic	39	17	26.6	12	9	12.0	128	88	107.6	12.9	7.8	11.7	12.9	9.4	11.2
Electric Refrigerator Repairman	50	19	31.6	12	7	9.4	116	68	89.0	12.9	5.1	8.9	12.5	4.1	7.9
Furnace Installer	54	19	29.5	12	6	9.9	98	68	88.7	11.4	4.4	8.2	9.0	4.8	7.3
Maintenance Man	55	19	39.0	12	6	9.3	102	68	84.0	12.0	5.2	8.6	10.8	3.5	7.3
Nurse Aide/Orderly	44	17	22.4	13	10	11.3	122	74	90.0	12.9	6.4	8.7	11.6	6.1	7.4
Surgical Technician	44	18	27.1	13	10	11.9	124	92	105.1	12.9	8.4	11.3	11.7	6.9	9.5
Research Laboratory Technician	30	17	20.0	14	11	12.0	128	89	110.5	12.9	8.8	11.7	12.8	7.5	10.9

H.-High L.-Low Av.-Average

*Action For Employment Courses

down town to the main State Employment office in Pittsburgh and were able to go through the employment process there and see it through. Many of our trainees who did not finish training were too frightened to go down town. More than half our trainees came to us largely unmotivated and with extremely negative attitudes.

There are many other factors, we believe, which distinguish the hard-core from those who are temporarily out of work. Most of these are difficult to measure. These include, how long a person has been on assistance, if the person's parents or grandparents were on assistance, race, school attended, grade completed, the attitude of the school toward the disadvantaged person and the quality of education received, military service, abilities, personality, religion, etc. It is only by combining these factors that a meaningful index of hard-core might be derived. This is certainly a research project by itself, but one clearly out of the realm of this project.

Wives Program

In our contract it was stated that a program for wives would be initiated in the two areas. This was done, but abandoned shortly after the first six months of the program.

In the Hazelwood neighborhood one of the volunteer counselors, using her afternoon off from work each week, tried to develop a wives program, but withoutsuccess. During the time that she worked at the program, only a handful of wives attended. At the first meeting one wife showed up. The counselor and the wife had a conversation for over an hour. They discussed how they might possibly get others to attend these meetings and the training the wife's husband was taking.

All the wives of the trainees in Hazelwood were sent letters and cards and asked to come to a central location for the second meeting. None did.

Why did Hazelwood-Glenwood wives not come to the meeting? It was found that the wives were suspicious. Many were unable to attend because the meetings were in the afternoon when their husbands were in school, and none of the women had baby sitters with whom they could leave their children. In most cases, the children were two years old or younger. Week-end meetings were impractical because the female counselors who would handle the meeting worked. Night meetings were no good because the wives still had the problem of babysitters. After a couple of months, attempts to get the wives program started was abandoned in the Hazelwood-Glenwood area.

An entirely different situation occurred in the Homewood-Brushton area. Here, one of the women volunteers who was a housewife and not employed, visited each wife prior to the meetings and explained the purpose of the meetings, who would be there, and what they might discuss. During the initial few months of the program, attendance was good. Babysitting was arranged, and outside speakers were brought in. Such topics as planned parenthood, homekeeping, child-rearing and other subjects were discussed. As the winter wore on and cold weather set in, fewer and fewer women attended until no one showed up and the program fizzled out.

For a wives program to succeed we believe the following should prevail:

1. There must be a worker, preferably female, who can give a good deal of time to the program. The better trained she is, the better the program will be. She should be able to adjust her time to the needs of the women's group.
2. Recruitment of women for the program should be handled on a personal basis. In one case, letters and cards were sent out but very few of the women attended. On the other personal visitations were made and a good number of women came out.
3. The most appropriate content appears to be those subjects which concern the occupation of housewifery, including

child-rearing, planned parenthood, economics of running a household, and discussions of a similar nature.

4. For a wives program to maintain high interest, there should be continuous personal visitation by a volunteer counselor at various intervals during the program. A well-trained counselor could help the wife in many contigent areas; for example, in marital adjustment and solving problems of housing. We feel that she can help only if she is directed or supervised and her role structured and perceived as giving family, economic, and child rearing help.

Effects of Training on Married Trainees

Most of the marriages seemed to have a history of occuring because the girl was pregnant and the couple had to get married. After marriage the couple was on assistance, which in itself caused tension. In some cases second or third generation assistance was a way of life, and going into training was a threat to the way of life they knew and understood.

In the neighborhood where the wives program had a limited success there was initially less tension in marriage. However, in neighborhoods where there was no wives program tension became higher. Some of the tensions centered around the following:

a. Suspicion by wives that husbands were seeing other women instead of training.
b. Apprehension that after training there would be no jobs.
c. Husbands not being around in late evening - school started at 3:00 p.m. and ran to 9:30 p.m. Husbands got home between 10:00 and 11:00 p.m.
d. Husbands found it hard to study at home, when they were inclined, because of noise.
e. Wife wanting husband to get a job now to "get me some money".

f. Late allowance checks - problem of money to feed family.

g. A break in routine, generally different from the culture.

h. Fear by the husband that wife would hold him back, that he would change and she wouldn't fit in.

i. Wife not understanding program and feeling husband's life would change and she wouldn't fit in.

j. Wife being pregnant and having her husband in training and not on the premises.

Status of the Training Groups

The four training groups finished at various times during the year. The second section of the scientific helper course finished Friday, May 21, 1965 while the second section of the automobile service station mechanic course finished June 11, 1965. It took approximately 8 to 10 weeks to help all graduates of the first two courses find employment. Graduates of the two second sections were employed much more rapidly.

Table IV gives a breakdown of all men who entered all the training. These figures do not include men and women who were referred directly to other MDT training programs or referred directly to employment, who were within the age range of this study. Nor does it show statistics concerning people we worked with who were over 22 years old. Such information is found in a later section on the employment centers.

There is a great deal of difficulty in determining the numbers of people to include in a statistical report. For example, for the first statistic in Table V, "Entered Training," the question one must answer is, when does a person officially enter training? From our point of view in the project, this should include every person processed and selected; the trainee need not actually report to school to be included. In some cases, men signed up, traveled to the school the first day, looked at the school, walked out and refused to go back. These are counted.

This same kind of difficulty is true for other statistics. For example, while the official reasons for a person being terminated from training may be tardiness or absenteeism, the actual reason might be something quite different. This does not imply, nor does it intend to imply, that the statistics given by other organizations are wrong. For example, the school showed many men terminated because of absenteeism and tardiness. Our statistics try to reflect what caused the absenteeism and tardiness. It will be noted that we do not consider absenteeism by itself as a cause for termination.

TABLE V

Status of the Four Training Classes

Overall View:	
Entered Training	81
Graduated	45
Voluntarily Withdrew	17
Terminated Involuntarily	19
Employed After Graduation	45
Analysis of Drop Outs:	
Voluntary Withdrawals	
1. Adjustment	5
2. Finances	5
3. Found a Job	5
4. Entered military service	1
5. Returned to high school	1
Termination:	
1. Adjustment	9
2. Sent to prison	3
3. Illness	2
4. Marital problems	2
5. Psychiatric problem	2
6. Moved	1

Table V shows that of the 81 men who entered training, 67 actually went to class. Of this group, 45 finally graduated, while the rest either voluntarily quit or were terminated. Of the 45 who graduated, all 45 were placed on jobs. However, since then some men have quit, others have been promoted, and some fired. Most men, not all, were initially placed either in the occupation for which they were trained or related ones. Efforts are being continued by the neighborhood employment centers to assist those who have quit or been fired.

One of the more important questions to be answered is why some men stayed in training while others left. To give a balanced presentation, we will report on why men remained in training as well as why they left.

Why do men stay in training? Through interviews and bits and pieces of information gathered from the 45 men who remained in training, from the counselors, from school officials and teachers, and from others, the following appear to be the most important reasons.

First, the support that was given to the individual trainee within the neighborhood by his NVC. The trainee was assigned a counselor who lived within the neighborhood, who was accessible, and in some cases a person the trainee knew or knew of. This volunteer counselor spent time with the trainee trying to help him overcome his problems. Counselors continuously asked how and where they could get help for their trainees. Trainees needed help with finances, in getting over rough spots, in learning arithmetic or learning some other part of their school work.

Second, about one-quarter of the men who went into training and succeeded had a well developed need to succeed. This was not true for those who failed. They wanted to be something better than what they had been. They wanted to rise above their surroundings. At least another quarter changed from a negative to positive attitude as a result of group counseling prior to training, and the work of neighborhood volunteer counselors.

Why, now? The Civil Rights movement, with its drive to first class citizenship by the minority groups, is one reason. Another is the person's greater awareness of his worth and right as a person. The wide ownership of television has brought closer to the poor and the minority, the comfortable life of Mainstream America. The individual wants and seeks what he sees others have.

In future programs, individual motivation will be an important dimension to study.

Third was the excellence of the teachers of the Pittsburgh Public Schools. From those persons who remained in training, there was only one very mild complaint about a teacher.

The teachers were well qualified, sensitive individuals who impressed the trainees with their command of subject matter and their drive to help the trainees learn. One man in particular stood out above all the rest. This was a new teacher who was considered tough, but who understood each pupil. Although he was demanding, the trainees understood exactly where they stood with him and knew how to relate to him. Of this teacher, nothing but the highest praise was heard.

Along with the teachers was a dedicated and sacrificing administrative staff. We often marveled at the dedication of the supervisor of the school our trainees attended. This man often worked 12 to 14 hours a day, six, and we suspect possibly seven, days a week. Working all hours and sometimes under the most trying of conditions, he was able to remain fair in his dealings with the student and kept the student's welfare uppermost in his mind. This dedicated educator often went out of his way to help the trainee and to accommodate the staff of Action for Employment. At times, our staff must have become rather trying, but through it all he demonstrated a great deal of patience and understanding.

Top supervisory personnel also contributed to helping men stay in class. School heads worked closely with us on individual problems.

Fourth, the question has been, what part does money play in motivating a person to remain in training? Psychologists have been trying to answer this for years. Some would argue and could show evidence that money has a very strong effect on motivation. Others would argue and show evidence to the contrary. There is research to support both sides. Many of the trainees who had been on assistance prior to coming in the training received no more money after entering training than they did before. It is our conclusion that these men did not go into training for alturistic reasons. They wanted a job that would pay the bills, in an occupation they liked, and to obtain all those wonderful things that they saw middle class people having.

Fifth, what effect did the overall neighborhood organization have in keeping the trainee in school? In both neighborhoods there are well developed on-going community action programs, established years before the poverty program. These community programs helped initially in the recruiting of men for Action for Employment. We can hypothesize that if the community organization helped in the recruitment of trainees, if they helped in the recruitment of volunteer counselors, and if our volunteer counselors were successful, the community organization was successful.

Of the 81 people who originally entered training, 36 left, either voluntarily or involuntarily. This is the negative side; but why did people quit? Here again, statistics may give us a clue.

When does a person quit and when is he terminated? The individual who is constantly absent from school and knows that he is allowed so many "cuts" and then will be terminated ; he has seen others terminated and heard of others terminated for absence; and yet he is constantly absent himself and finally terminated. Is this a termination or did this man want to be terminated? Does he stay out because he feels he cannot succeed? This we cannot answer completely. However, we will, in a rough way try to understand some of the reasons for young men leaving the training program.

Fourteen of the men who left training did so because of what we call problems of adjustment. One of the major adjustment problems has been to the school situation itself. For the group which was terminated, school was seen as being hostile and threatening, a situation with which trainees were unable to cope. Sometimes they were unable to cope with authority, other times with written material, while other times nothing more than traveling away from their neighborhood was involved. The teachers, to those who remained in class and graduated, were kings; for those who left, they were jokers.

In Table IV you will note that 5 people are listed as quitting training because they found a job. Although this is true, there are qualifications. Three people quit training after spending one hour in class. They looked at the school, looked at the papers, books, pencils and said, in effect, I can't do it. They were beaten before they started. These were young men 17, 18, 19 years old who apparently had been so beaten by school in the past that they just could not bring themselves to experiment and explore the possibilities of confronting the system again. Thus, to the 19 that quit for adjustment, another 3 would have to be added. If the four who were terminated for psychiatric and marital problems were added, this total becomes 26 who left for adjustment reasons. Close to 70% of the men who left training did so because of adjustment reasons. Our first report showed that approximately 20% left because of the inability to adjust. This percentage is now revised upward.

Another main cause for trainees leaving was finances. Usually this was because the young man either did not get a training allowance, or, if he did, it was late in coming. Check arrival, of course, was a constant problem throughout the entire project.

In the first report it was noted there was no difference between married and unmarried youngsters as far as drop-out and termination was concerned. The same holds true for this second half of the project.

Administration

As with all programs in the two neighborhoods, ACTION-Housing, Inc. and the citizens councils shared decision making. In each neighborhood the program was carried out from an enlarged local employment center, operated by an indigenous neighborhood sub-professional. This neighborhood coordinator has had a direct line of responsibility to the Neighborhood Extension Worker and to the citizens employment committee, as well as to the Project Director.

This meant, in effect that citizens and staff had to be in essential agreement before the program could move forward.

In addition to citizens and staff, each neighborhood office had a professional assigned to it by the Bureau of Employment Security, to assist with carrying out the program and integrating the functions of the Bureau of Employment Security.

Relationship with the Bureau of Employment Security - an excellent cooperative relationship - was described in detail in the Mid-Way Report.

The Employment committees of each of the two citizens councils have had responsibility for policy and direction of the employment programs in their neighborhoods. In effect, they can give orders to the coordinator. In turn, the employment committee reports to the executive board of its council. The council can, if it sees fit, veto or change the employment committee's actions.

From the point-of-view of the citizens council and the neighborhood extension worker, this system gives them a major role in the guidance of projects operating in their neighborhood. From the point-of-view of ACTION-Housing, Inc., this was a desirable situation because it demonstrably developed citizen participation in community action. From the Project Director's point-of-view, this system had weaknesses and strengths. It gave him a ready-made organization with which to work but his authority was limited by power sources which could and sometimes did act to retard innovation causing an element of rigidity to enter the program. It has been shown, however, that this system can develop flexibility as experience builds up and all parties to it learn to work together.

This system of citizen involvement generally has been adopted for the City's Community Action Program in eight low-income neighborhoods.

Relation to Neighborhood Urban Extension

This project was an integral part of ACTION-Housing's urban extension program in the two neighborhoods. It became a source of contact for the citizen councils with many people never before in touch with the councils. Some of these became active volunteer workers. Others learned of other services (such as tutoring for children, or housing improvement) that could be gained through the programs of the citizens councils.

The relationships of the citizens councils and of ACTION-Housing, Inc. with the University of Pittsburgh and other employers helped smooth the way for placement of trainees who successfully completed training.

With funds supplied by Pittsburgh's Community Action program, the neighborhood employment centers have been continued and expanded.

Conclusions

In the following pages are outlined the major conclusions of this demonstration project. In reading these bear in mind that some of these conclusions are tentative and require a longitudinal study for proper substantiation. Although they are tentative, they are, we feel, solid enough to have immediate practical value to others working with the disadvantaged.

1. Preparation for training.
   As we pointed out in the Mid-Way Report, there is a tremendous need for those who are about to go into training to have some preparation period where they can learn to adjust to the formal training situation. Action for Employment trainees went directly to a vocational and academic high school for training. Considering that those

that we dealt with in this program were young adults, then the effect of the school in early life is critical. In many cases schools were symbolic of defeat, of places that they had been unhappy in, and of places of loss of self-regard. This, then, would seem to indicate one of two paths to follow. One is simply not to use the public school system for training of the disadvantaged. However, this would be a tremendous waste of time, space, and talent. The school systems have been in the business of educating people for years; this is their proper role within our society. Unless we are willing to create a special, different institution for the disadvantaged, public schools must be used. We believe the schools should carefully analyze their methods of doing manpower training toward finding ways to better meet the needs of the unemployed. This will mean change.

The second path, and the one that seems best to follow, is the proposed second project outlined in the Mid-Way Report. In brief terms, the objective of this program is to prepare the person to enter training, to get him ready to go to school.

The proposed program would teach certain basic skills and do a great deal of diagnostics and counseling with the trainee, right in the neighborhood. It would aim toward teaching the person basic skills needed to further knowledge. It would help the person to understand the world of work, his assets and liabilities, and where he might be able to aim to fit in. It would help the unemployed person gain the motivation and understanding, the right attitudes to stick at training.

The proposed program is aimed at the adult. There is already a full range of programs for youth. We feel that the adult is just as much a key to winning the War On Poverty. We believe this for many reasons. The chief reason is that the child is still a member of a family. It is the family that directly affects the child's behavior. In the case of the disadvantaged, this may be a truncated family, one having a mother with a gang of kids. In others it may be a full family, but one broken because the father is unable to perform his role in life. No matter how we look at it, the child is directly affected by his parent or parents, and those with whom he lives. Therefore, we believe that the adults, the younger families between 20 and 45, are especially important because they form the child and the next generation.

During 1966 this special program is being experimented with in two Pittsburgh neighborhoods with funds supplied by the Mayor's Committee on Human Resources, Inc.

2. Use of Indigenous Workers
Much that was accomplished in this project was due to the sub-professional worker from the neighborhood and the volunteer neighborhood worker. We believe that a great deal more study is needed with these two groups to determine the extent to which they can be trained. But in doing this there are certain dangers and problems. One of the dangers in training people to do sub-professional work is that we may actually be training them to attempt professional work over their heads.

Consider the two fields - teaching and counseling. To become a teacher in Pennsylvania requires either a great deal of experience, as in the case of vocational teachers, or a college degree in teaching. To become a counselor usually requires a minimum of a master's degree and 2 or

3 years of experience. There are really two dangers: first, the reaction of the professionals to sub-professionals; and second, what future does the sub-professional have in the world of work - what value is his skill on the open job market. Most professionals and perhaps, as well, even those who train them, may resist the sub-professionals because they may feel threatened by them. Consider for example the counselor who has spent seven years in training and now finds sub-professionals with but a few months of training doing what he is doing. No longer is the professional's longer education a shield to give him security. Further, the sub-professional is often paid the same as a beginner professional.

The sub-professional is in a very insecure position. Without a college education he is limited in where he can work. A sub-professional working for three years, and doing a good job, may find that he has a difficult time finding other sub-professional positions. In effect, he may find he was trained for a job that does not exist.

In the areas that our sub-professionals have worked on employment and counseling, they have done a truly outstanding job. Both our offices operated very much as would a small office of the State Employment Service. The sub-professional in the neighborhood office, with the State Employment Service personnel, conducted the affairs in an outstanding manner. They have, to a large degree, augmented and supplemented the efforts of the State Employment Service.

It is our belief that employment in the neighborhood should be a function of the State Employment Service. It is the government agency charged with this mission. However, we believe the sub-professional has a place in employment, working closely with the State Employment Service.

Based upon our experience over the past year, the following relationship is recommended for a neighborhood employment center where both an indigenous sub-professional staff and Bureau of Employment Security staff are working:

- The sub-professional assists with all employment activities in the neighborhood employment center, and is excluded from none.
- Volunteers in Service to America, neighborhood volunteers, and clerical workers in each neighborhood center should report to and be responsible to the sub-professional.
- The planning, organizing and execution of a community recruitment should be joint responsibilities of the sub-professional and his staff and the chief Bureau of Employment Security man and his staff. Both the Bureau of Employment Security and the neighborhood staff should participate.
- For smooth operation, Bureau of Employment Security procedures should be made known to the sub-professional. New processes directly affecting the neighborhood staff should be discussed for feasibility prior to implementation with the sub-professional. No new procedures should be inaugurated without the sub-professional's concurrence.
- Statistics and Bureau of Employment Security reports should be submitted to the sub-professional prior to being sent to main headquarters. The sub-professional should be kept fully informed of all activities in his office.
- Within the neighborhood the sub-professional is responsible for bringing the employment function to and coordinating it with other agency functions and the needs of the community. Where the referral of applicants or supplemental services is indicated this should be the responsibility of the sub-professional.
- The physical facilities are the responsibility of and under the supervision of the sub-professional. All changes must be discussed and approved by the sub-professional.

- In those cases where people are unemployable for any reason, the sub-professional will be responsible for making referrals to other agencies.
- The Bureau of Employment Security should appoint one Bureau of Employment Security employee, stationed at the neighborhood office, to be charged with any other Bureau of Employment Security personnel at that office. This person should have the authority to make local decisions.
- The sub-professional initially should be an advisor to the Bureau of Employment Security in Community action. He should advise and assist the Bureau of Employment Security to bring their operations in line with the needs of the neighborhood.
- The sub-professional should also be a communicator who carries Bureau of Employment Security messages and needs to the Bureau of Employment Security.
- The designated Bureau of Employment Security chief in each neighborhood should, with the sub-professional, be responsible for meeting with local groups to discuss the employment function in the neighborhood.
- Youth Opportunities Counselors should be responsible for going out into the neighborhood, if the occasion arises, to recruit and counsel people on employment. They should in turn also act as educators in helping people to prepare to find jobs.
- Local operating and procedural innovations should be encouraged. New ways should be tried of methods that are contrary to established policy. Innovation should be the combined responsibility of the Bureau of Employment Security and neighborhood staff.

3. Volunteer Worker

The neighborhood volunteer counselors can be of great value in a neighborhood employment program. They are capable of doing at least two jobs, and we don't know how many more. We have found them capable in the areas of intake interviewing and personal counseling on a big brother basis with trainees. We recommend that they be used in other programs.

When neighborhoods are similar to the ones that Action for Employment worked in, there should be two kinds of counselors. Women, for one, who will do the inside work, primarily. This would be mostly employment interviewing and possibly some clerical work. Men, second, in their middle or early 40's, who we believe should work directly with those people who are in training to help them get over some of the problems of training.

All neighborhood volunteer counselors should be given training prior to the time that they become counselors as well as during the time they are assigned people. We believe the neighborhood volunteer counselor should have a great deal of knowledge about the training programs, about community resources, about handling and recognizing marital problems, mental health problems, health problems and any other kind of problems that may come up.

4. Counseling Service

Of all the services most critical to the Action for Employment program, intensive counseling and diagnostics of personal, marital and family problems were most needed. Within the Pittsburgh district there are few free clinics or agencies. To obtain service from any of the agencies a person must wait in some cases, a year. It has been virtually impossible to get counseling services within the neighborhood. Under the Economic Opportunities Act, Pittsburgh will have many new services set up in the eight priority poverty neighborhoods. A number of these organizations do family service. However, this family worker will be a sub-professional - some of whom will have little or no training in intensive counseling. The counselor in the main office is usually a graduate social worker who has a great deal of training and experience. This kind of effort will do some good, but the need for diagnostics and intensive counseling will remain.

What is needed initially are people with in-depth training and experience in behavioral sciences. Social work, psychology, and guidance counseling are three fields that might reasonably handle the need. The rub comes when intensive work by a psychiatrist is needed. Most psychiatrists are in private practice and those willing to do consultation and work in neighborhoods are few.

We have said nothing about the problem of the drug addict and his needs. This is a problem about which there is little known, and little help available. In the Action For Employment program, we discovered 3 addicts; how many more there were we don't know. Only minimal help could be obtained from a very busy, but very interested and imaginative, state psychiatrist. This doctor is about to open an experimental narcotics rehabilitation center in Homewood-Brushton, which will meet a great need. The only recourse for addicts at this time is prison or a state mental hospital.

5. Job Development

This is a real problem - finding jobs for the people who need them. By job development we mean the obtaining of job orders by a person visiting employers and opening doors for qualified trainee graduates. The prime responsibility for job development rests with the State Bureau of Employment Security. However, like many other government agencies, our State Employment Service has a limited number of personnel, a very exacting budget, and a pay scale that does not always attract workers of great imagination and initiative.

Although our State Employment Service does an adequate job and works to the limit of its capacity, we feel that in in the area of job development a lot more is needed. For this reason, we believe that a job development staff should be part of every project in which the eventual goal is employment of people. Job development was inadequate in Action for Employment. Our limited staff performed prodigiously in handling the numbers of people they did. However, often they were not able to get out of the office, visit employers, and try to get job orders. In addition, our sub-professionals had little training in job development. They did it many times in concert with the Bureau of Employment Security people but it was still a drop in the bucket to what was needed.

It is our opinion that a job development specialist should be a person who understands thoroughly business and industry, who has a pleasing personality, and can easily get to see people in authority. He should be an individual who can get information from an employer and use this information to help the employer see the types of occupations that may help him. Not only should the job development specialist be concerned with getting jobs, but he should also be concerned with placement of specific people in specific jobs. Given an individual's qualifications, the job development specialist should be able to go out and sell a person to an employer.

We also believe the job development specialist should be a person who can talk to employers about their hiring requirements. It is no secret that many of the hiring qualifications of employers are quite unrealistic. One can well ask, why does it require a high school diploma, regardless of the value of that diploma, to do essentially semi-skilled or unskilled work, some examples being in steel mills, railroads and other industries and services? A good job development specialist might help the employer to see that a person who is trained in an occupation, but lacks the high school diploma or GED certificate, may actually be better prepared to do a job than a person who has a high school diploma or a GED certificate. Especially if one considers that many high school certificates are awarded only because the person never quit school, attended every day, and gave nobody a bad time. Often this person has learned nothing. We have tested in this project high school graduates who have only a fourth grade reading and arithmetic skill.

6. The Employment Center

The neighborhood employment center is a useful and necessary part of a training, employment, rehabilitation program for those who are disadvantaged. The neighborhood employment center has been even more effective than was originally thought. The two centers have serviced more than 3000 people. They have recruited for four specific classes, have filled the classes, have referred people to training and to jobs. They have registered people for employment who have never been seen by the State Employment Service. They have reached many of the hard-core unemployed and underemployed. Further, they have acted to build a positive image for the State Employment Service in the minds of neighborhood people and have given people renewed hope that employment services will help them. They have served as prototypes for employment centers set up in all eight of the City's poverty neighborhoods under the Pittsburgh Community Action Program.

One outstanding characteristic of the employment center is that neighborhood people have confidence in it. They know it is there; they go there; and, as more people get help, confidence will grow. The neighborhood employment center is one part, at this point a large part, of poverty activities. As such, it is the model on which the City of Pittsburgh has designed the employment function of the War on Poverty. We can wholeheartedly recommend this approach to other communities, especially those which will be participating in the Community Action Program.

7. The Advisory Committee

An advisory committee - a working committee - should be an integral part of the project. Although Action for Employment had, we believe, an excellent committee, it did not have people who were close to the hard-core unemployed. Most of the people on our advisory committee were middle-class or upper middle-class people having different values and backgrounds than the impoverished.

We believe that such a committee should have on it more grass-roots people. We recommend that local neighborhood bartenders, bookies, police on the beat, priests, and social workers, in addition to those who were on our committee should be included in an advisory committee. This whole matter is discussed in some detail in the Mid-Way Report.

8. Relationship with Community Resources

Our project had many communications with various community resources. We feel that the project was not always understood by many of the community resources, and, in retrospect, that we did not entirely understand the community resources. As the War on Poverty gains momentum, interaction, coordination, and cooperation among various community resources will become an imperative necessity.

Various agencies will be working in the same neighborhoods. These usually will be extensions of organizations. For example, family service, health, housing, recreation, and many other agencies all will have extension offices set up in each poverty neighborhood. In addition, there will be Legal Aid, Department of Welfare, Bureau of Employment Security, Sanitation. In fact, just about every kind of agency will have extensions in the neighborhood.

Each one of these extensions will reflect in the neighborhood the basic policies under which the main organization operates. When an agency works by itself in a central location, these policies and procedures might be adequate; however, in the neighborhood they may tend to impede progress. Even if the extension does not take with it the policies and procedures of its parent group, it will develop its own policies and procedures within the neighborhood which may be contrary to efficient interaction, coordination, and cooperation among the agencies. For this reason, Action for Employment believes that the local staff of the extension agencies in each neighborhood, prior to the time they start operation, should meet as a group for as long a period as possible.

Their objective should be to understand themselves and, secondly, to develop ways in which they can better work together. We suggest this might best be done by simulations similar to the business games. These simulations should be short and should involve all the people in the neighborhood organizations and have realistic, on-going kinds of problems.

The objectives of these simulations should be to foster interaction among the people and the agencies, to develop interactional policies that are both formal and informal, to set patterns for cooperation and coordination, and to establish unclogged paths of communications.

In order for an extension to do its job in the neighborhood, each extension must become part of the total neighborhood. Without this, community action must fail.

9. Communications Between School Board Staff and Neighborhood Staff

In a program where an organized neighborhood system is to feed unemployed persons into a School Board operated training program, it is important that the staff and leading volunteers of the neighborhood meet in an orientation session with the working staff of the School Board prior to the start of the program.

10. Recruitment of Trainees

As we discussed in the Mid-Way Report of Action for Employment, just about every means for recruitment of trainees was used. The men we wanted were primarily the hard-core unemployed youth -- as we are now getting the hardest core. These are the men who may be addicts, who may have criminal records, who most likely have come from broken homes and who have just about all the disadvantages that society can heap upon a person.

Our experience indicates what does work in recruitment. We found that such formalized media as the large local daily newspapers were practically worthless in getting our message to the target group. This was also true of radio. One radio station gave our project a great deal of coverage. Although this station has the largest listening audience in the City, this audience probably constitutes the middle

The objectives of these simulations should be to foster interaction among the people and the agencies, to develop interactional policies that are both formal and informal, to set patterns for cooperation and coordination, and to establish unclogged paths of communications.

In order for an extension to do its job in the neighborhood, each extension must become part of the total neighborhood. Without this, community action must fail.

9. Communications Between School Board Staff and Neighborhood Staff

In a program where an organized neighborhood system is to feed unemployed persons into a School Board operated training program, it is important that the staff and leading volunteers of the neighborhood meet in an orientation session with the working staff of the School Board prior to the start of the program.

10. Recruitment of Trainees

As we discussed in the Mid-Way Report of Action for Employment, just about every means for recruitment of trainees was used. The men we wanted were primarily the hard-core unemployed youth -- as we are now getting the hardest core. These are the men who may be addicts, who may have criminal records, who most likely have come from broken homes and who have just about all the disadvantages that society can heap upon a person.

Our experience indicates what does work in recruitment. We found that such formalized media as the large local daily newspapers were practically worthless in getting our message to the target group. This was also true of radio. One radio station gave our project a great deal of coverage. Although this station has the largest listening audience in the City, this audience probably constitutes the middle class sector of the community and we were trying to reach the low income group.

Of television, we do not know to what extent it might have helped us. In the initial stages of the project, we had some television coverage. This was primarily for openings of the employment centers. It was here, for example, that the Mayor and other local dignitaries were present to open the centers. This was on regularly scheduled news programs. Apparently, the people that we are aiming at are unable to, or don't, respond to this type of radio or television.

Other media have had limited success. Churches, for example, announce the program directly from the pulpit. In most cases the message was to the effect that job centers were open and employment training opportunities available. This message was also put in church bulletins and posted on bulletin boards of churches. From such sources we received a limited number of applicants. These people were what might be called the upper part of the hard-core strata. In many cases these young men had had high school educations but were either unemployed or under-employed.

One media which apparently has had success, and we don't know how to measure this, is the local news bulletin, news sheet, or little newspaper published in the neighborhood. These may come out once every two weeks, once every month, or even bi-monthly. Although the hard-core may not read this paper, some of their neighbors do, and they tell others what is going on.

It is our opinion that probably the best media for recruitment is word of mouth. Word of mouth is not too difficult to start provided there is a community organization.

This we realize will be a difficulty to those communities which do not have the citizens organizations that Homewood-Brushton and Hazelwood-Glenwood had at the start.

It is our impression that our neighborhood volunteer counselors did a great deal of talking in the community about the program, mentioning it to friends and relatives. From this the word got around that there was a local employment center, manned by local people, and it was the place to go. Through word of mouth - first by the neighborhood counselors, then through local newspapers, block clubs, the renewal office, various committees of the renewal committee and other such groups - came our most successful recruitment.

There is still another way, one which fortunately, we only had to resort to on a few occasions -- this might be called "bring 'em back alive." In effect, the volunteer counselor or sub-professional goes out to street corners, to the bars, to the pool halls and wherever else people who could possibly use our services might congregate.

Admittedly, in the very beginning, Action for Employment took the easy path and worked up a good reputation by word of mouth, and so recruitment was not too difficult.

However, for the last two courses, to insure recruitment of the most disadvantaged, we had to resort to going out into the local neighborhood and convince young men that they should become part of our program. Here we often ran into resistance and often ended up having to do some sales work. We had to talk these people into coming in. Convincing the hard-core that he needed our services often became a chore.

When we went out to "bring 'em back alive," we did so with a reputation already established. People knew who we were, what we were trying to do, and we were trusted. Furthermore, because our reputation had built within the neighborhoods, people from the hard=core often came to us voluntarily.

We believe recruitment such as we did here would be extremely difficult in neighborhoods that have no citizen organizations.

In summary, then, we would say local newspapers, word of mouth and going to where the people are, are the three most effective means of recruitment. We would like to see more prime television time used to advertise employment centers, training opportunities, jobs counseling and the like.

11. Selection of Trainees

We used a variety of selection methods. These included various types of tests and interviews. However, we could not evaluate the various methods. The reason is that the groups were for the most part different; therefore, to compare results would be meaningless.

There are, however, certain observations that can be made about selection. We feel that the initial screening should be done only to eliminate those people who obviously cannot fit into the program. Depending upon the limits within which one must work, this can be either broad or narrow. For example, at an interview one may determine very broadly if the person being interviewed is mentally ill. We do expect that a volunteer counselor could pick out the people, for example, who are not oriented and out of contact with reality. We do not expect anything close to what a professional would do, but there are very broad indicators that may be used in the initial interview. The interviewer could get the medical history and determine if there are obvious medical problems which would eliminate a person from entering the program. Sometimes, the counselor may be able to determine if the individual has been on narcotics or is an alcoholic.

Generally, we see the initial screening interview as merely getting the information from the person and giving the person information about the program. This initial interview should be a two-way street in which the interviewer tries to encourage the person to ask questions and to understand the program, and encourages the applicant, if qualified, to enter the program.

We believe that everyone who applies and fits the limits of the program should be accepted. We realize there are often limits to numbers of people that can be taken; however, it is probably best to take those people who first come and who act as advertisements for success within the community.

It is our recommendation that formal testing not take place until after the person knows and feels he has been accepted into the program. The applicant should feel the testing is going to be used to help him understand himself and where he might fit into the world of work. When viewed from this point-of-view, testing takes on an entirely different look.

12. Wives Program

As stated earlier, it is our observation that for a wives program to be successful, recruitment for the program must be done through personal invitation, delivered by the one who will conduct the program. Before going into operation, the wives program should consider baby sitting problems and how these may be solved. The content of the program should be based upon the stated needs of those who attend. Further, to make the program successful, it would appear that personal visitations by the counselor in charge of the program be made continuously to the wives who are in the program.

13. Problems of Married Men in Training

In the initial stage of the program, one problem we had was recruitment of married men between the ages of 17 and 22. Because enough married men of the age could not be found, the program was changed to include single men, by one-half.

There appears to be no real difference between those who are married and those who are single. For example, financial problems were shared generally by both those married and single. One of the problems reported in the Mid-Way Report was that of the trainees not getting their checks on time. This was equally true of those people who were married as well as those people who were single.

Training allowance for both groups, married and single, was critical. Many of the trainees were on public assistance or in a low level job prior to entering training and therefore had no financial reserve to fall back on. When checks were late, as frequently happened, both single and married men had to scramble for means to eat and travel. The budgets of the trainees were always strained. A delay of any kind would cause panic. The married men's problem was made more difficult -- it's one thing to borrow money to keep one person alive but quite another to borrow money to keep four people alive. Although we have no statistics on this the staff knows of men who have gone to loan sharks, pawn brokers, and others to get money to live on.

The only really different problems that we found were the break-up of homes and marriages during the training. There was only one case that we could find in which the training program was the deciding factor. But, it should be pointed out here that this particular marriage was on the rocks prior to the time that the training program started. The training only acted to identify a problem which already was beyond repair.

Training does increase tensions within the home, but it appeared that these tensions often were long-standing ones.

Throughout the 14 months of this program, we found only one local counseling agency which was willing to provide us marital counseling services to be done in the neighborhood. The other two major family and children's services within the City of Pittsburgh were unable to provide these services. Now the Community Action Program will provide these.

For this reason, it is our recommendation that programs which have as their target group married people have attached to them someone qualified to do marital counseling.

14. Drop-outs and Preparation for Training

Most of the men who dropped out of this program did so because they were unable to adjust to formal training. This is not a fault of the Pittsburgh public schools; they are established to do a certain job within the community, and they are doing it to the best of their ability. Drop-outs appear to be caused by home conditions and early happenings in the individual's life.

From Freud to present day research psychologists, developmental experts and others point to home life as the most important single factor in shaping the personality of the individual and his ability to adjust to school. The early formative years of the individual do a great deal to influence him as to what he can and will learn. This usually occurs in the years before the person starts school and while he is in early school grades. If this, then, is compounded by problems in school, early failures, and by the school becoming a symbol of defeat, then the problem is even more severe.

It is our belief, therefore, that although emphasis is needed on the training of youth -- as in Head Start, tutorial programs and the like -- we still are faced with the effect of the home on the individual. Unless that home and family life of a child is changed, unless new forces for improvement and change are introduced in the home, we may expect that many of these programs will have little or no effect on helping the disadvantaged child. There is what might be called a vicious cycle, poor home conditions, discouragement, fear, defeat on the part of the parent or parents. These in turn have been conveyed to the child who is put into these culturally enriched programs. Because the home situation is bad, only a minimum amount of this early help will be effective.

We believe that Community Action programs must reach parents as well as children, within the home, and the local neighborhood. For this reason a proposal for Action for Employment II has been submitted.

This Action for Employment Demonstration was designed and conducted to test the theory that community action in the area of employment is a concrete reality. Action for Employment has specifically shown what happens when the strengths, abilities and driving forces of a neighborhood are organized and directed to work for and solve the problems of unemployment in poverty neighborhoods.

APPENDIX

Objectives of this Demonstration Project

1. To develop and demonstrate an effective technique for retraining young married men using the neighborhood as the base of operation.

2. To test and demonstrate the use of the volunteer neighborhood counsellor as a supporter and motivator of the unemployed.

3. To involve wives of trainees in program, so they will understand the program and give support to their husbands.

4. To develop techniques that will strengthen family base of neighborhood through raising morale and employment skills.

5. To find ways to show others in neighborhood value of job education.

6. To develop and provide services to meet problems of family development as integral part of the system.

7. To find methods through retraining to build the position of father-husband in urban society.

8. To develop various techniques for motivation, guidance and placement that can be used by other neighborhoods in urban areas.

9. To demonstrate how above objectives can actually be met by a concrete program.

C O P Y

APPENDIX

PITTSBURGH PUBLIC SCHOOLS
S. P. Marland, Jr., Superintendent
Pittsburgh, Pa. 15213

Administration Building
Bellefield and Forbes Avenues

September 10, 1965

Mr. Norman Miller
67 Old Concord Road
Pitcairn, Pennsylvania 15140

Dear Mr. Miller:

I have read the draft of the final report on "Action for Employment" and want to compliment you on it.

In line with the discussion we had when you brought me the report, there are some comments we in the Pittsburgh Public Schools would like to make on certain facets of the demonstration project. I have included these. Please use them in your final report as you deem appropriate.

We wish Action Housing and yourself continued success in future projects which are undertaken.

Sincerely,

/S/ THOMAS PRYDE

Thomas Pryde, Director of
Federal Programs in the
Division of Occupational,
Vocational, and Technical
Education

TP:mh

Enclosures

COMMENTS
on draft of final report for
ACTION FOR EMPLOYMENT
By Thomas Pryde, Pittsburgh Board of Public Education

The demonstration project, "Action for Employment" involving the Pittsburgh Public Schools and Action-Housing Incorporated, was first discussed between representatives of the Pittsburgh Schools and Action-Housing in the winter of 1963-64. At that time it was decided that the best way to conduct the training phases of the project would be to incorporate them with ongoing programs being conducted under the Manpower Development and Training Act. This would provide several advantages.

1. Training budgets could be developed under existing approvals without the need to involve Action-Housing personnel in this phase.
2. A well developed supervisory, counseling, and educational staff would be available.
3. Access could be had readily to other classes for evaluative control purposes.
4. The impact of the specific involvement of the several neighborhood agencies would be more readily apparent.

Therefore, the schools tried to conduct the programs on the same patterns as our other programs to provide a basis for comparison. We tried to keep any deviation in the Action-Housing classes to a minimum. However, we found after a month or so of operation that some direct contact between the operating personnel of our schools and those of the Project was necessary. Consequently, the supervisor acting as principal of the program was authorized and directed to deal directly with the neighborhood groups to facilitate communications.

We regularly provided - primarily by telephone - information pertaining to the tardiness, absence, and other problems of the students, However, it was rare that we received any feedback of the results of counseling by the neighborhood volunteer counselors or of any remedial action that might have been taken with the student as a result of this information which we provided. Return communication is important in these instances. There are excellent opportunities for support of the educational agency by the neighborhood volunteer counselors, but each agency must know what the other is doing. It is just as important for the school counselor to know at once the action taken by community agencies as it is for him to report immediately the tardiness, absence, or other deficiency to the neighborhood agency.

Experiences with this demonstration project indicate that all personnel need to be oriented to the functions and methods of operation. This could facilitate both communications and understanding when the inevitable problems arise.

It has been our experience that problem students in nearly all degrees exist in all classes. Some leave classes at the start regardless of the efforts made to get them to remain and accept training. Students in the later stages of the classes also have serious problems. This was true of the classes in the demonstration project, both the first and second sections.

One of the teachers commented after the close of his second section that the first section was probably the most demanding and trying experience of his whole teaching career. The second group had a different and better attitude toward their class instructors. In his opinion they did not show the evidences of overcounseling and apparent overselling he detected in the first group. In both classes, the second sections had much better attitudes toward instruction.

We were very curious as to what the records showed statistically with respect to the makeup of the four sections of the courses under the demonstration project and our other classes. The enclosed table represents a random selection of data from among the more than one hundred sections of various courses we have operated. Included are two of the courses with our highest entrance requirements.

These records show rather clearly that the capacity and achievement levels of students in several of our other courses match, without significant differences, those of the students in the two courses conducted for Action-Housing. This would tend to bear out our belief that such differences as did exist were the result of differences in attitude toward instruction. This again points out the need for coordination of counseling. It also indicates the need for pre-preparation of these students for accepting instuction prior to starting in classes.

The matter of attitudes was of great concern to all the teachers, counselors, and supervisors associated with these classes. Much effort was concentrated on these students, sometimes to the point of reducing availability for other classes. This again points up the need for close two-way contact among the agencies involved. It appeared to school personnel that, in several instances, students felt that the neighborhood counselors could rescind any action taken by the school authorities. Thus, a very difficult element was introduced into teacher-pupil relationships.

In summary, we would like to make the following recommendations for consideration in conducting classes under similar conditions with cooperating agencies:

1. School personnel should be present and participate in meetings held for the orientation of lay and professional people at or prior to the start of the program.

2. There must be a quick return to the school of information on counseling and remedial actions taken by the neighborhood agencies fortifying the in-school counseling process. Guide lines which establish channels for relaying information between school and neighborhood agencies should be worked out. These should be specific enough to identify personnel by name and telephone number.

3. There should be available to all counselors a list of all agency services available to students such as: marriage counseling, meeting of emergency money needs, sources of psychiatric help, etc.

4. Early establishment of the evaluation techniques to be used so that the proper data can be collected while the project classes are in operation to give an accurate picture of such events as: counseling interviews, special problems, kinds of counseling best conducted by school counselors, and the kinds best conducted by lay counselors. When the effectiveness of any or all aspects of the demonstration project are to be judged against similar aspects of other programs, this should be accomplished while the programs are under way.

COPY

300 Liberty Avenue
Pittsburgh 22, Pa.

November 23, 1965

Mr. Aldo Colautti
Executive Secretary
514 Mayor's Office
City County Building
Pittsburgh, Pa. 15219

Dear Sir:

I have been perusing with considerable interest the first draft of the final report on the Demonstration Project sponsored by ACTION-Housing, Incorporated. My understanding is that this report is to be submitted to OMAT as justification for an additional program or programs. You will recall that at the meeting held at your office on November 5, 1965 at which the report was reviewed, four members of my staff were present.

Certain observations were made both in the report and at the meeting about the services rendered by this Bureau. For your information I should like to review our part in this program.

When the demonstration project was first proposed by ACTION-Housing this Agency gave its endorsement which then became a part of the proposal. In subsequent meetings of the two agencies guidelines were drawn up covering recruitment, counseling, and testing of potential trainees. Later, when the neighborhood centers were activated a representative of this Bureau was assigned whose responsibility it was to orient the neighborhood workers on policies, practices, and procedures of this Bureau, and to familiarize them with the mechanics of operating an Employment Service. This I feel was done.

In addition, our Bureau actively participated in job development in cooperation with the staff of the neighborhood centers. Also, we offered our services in the preparation of job descriptions and participated in meetings with the school officials involved and perspective employers. This, of course, is common practice in all training programs sponsored by this Bureau.

When the training programs were completed this Agency did job development, not only with employers in the neighborhood, but with other employers as well. The fact that all 56 trainees who completed the courses are now gainfully employed in the occupation in which they were trained, speaks well for all the Agencies involved: ACTION-Housing, the school districts, and the Bureau of Employment Security.

Another part of the report deals with the efficacy of sub-professional neighborhood workers as opposed to professional workers from this Bureau in rendering the various services an employment service is designed to offer. If a determination has been made by ACTION-Housing that the sub-professional can do as well as or better than the trained professional that is a conclusion not shared by this Bureau. It is significant that no documentation for this conclusion has been presented to the Committee for evaluation and review. If ACTION-Housing is saying in effect that neighborhood workers can be trained to render some of the services offered by this Bureau, we would agree.

One part of the report would indicate that ACTION-Housing would like to have a full functioning employment service in each of several neighborhoods. If this is so, we have certain reservations. Because of limitations in physical facilities, and lack of staff this is neither practicable nor feasible. In addition, employer visitation by both agencies for the purpose of job development will quite obviously be self-defeating. We also feel that job seekers in the various neighborhoods should have the widest possible exposure to job opportunities in the Pittsburgh area. This can best be done through a Central Office where job orders are received andreferrals made.

The report is critical of another service for which this Bureau is responsible: that is the payment of the weekly stipend. A statement was made that delay in payment led to considerable hardship for the trainees. This we must admit is true in the case of six trainees. At the nomination interview it was determined by our personnel that these six did not meet the "disadvantaged criteria" necessary to qualify for a weekly allowance. We did, however, initiate correspondence to the Central Office in Harrisburg, requesting a decision which then referred the matter to the Regional Office. A decision was made that they were eligible and payments were made retroactively.

The foregoing should not be interpreted as criticial of the role that the neighborhood centers play as a community support organization. The neighborhood worker whether he be designated as a sub-professional, a para-professional or by any other name can be extremely important if he is knowledgeable about conditions that exist in the present labor market. He should be aware that the industry today is looking for the skilled and/or the educated. With this in mind he should direct his efforts to channeling the unskilled and uneducated into training programs designed to prepare them for an occupation commensurate with their ability and aptitude. Their primary concern should be with employability and not employment as a first step. It is common knowledge to us in the Employment SErvice that job opportunities for the untrained or the uneducated lead to temporary employment or marginal employment. It is in this area that efforts of the neighborhood worker can have its greatedst impact.

At present we have training programs designed to serve the needs of all segments of the population. In addition to the present Multi-Occupational Training Program, we are in the process of submitting a similar training program to start when the present program is completed. To staff these programs we will need the continued cooperation of all the community agencies both public and private. At present 28 agencies are participating in recruitment for these programs.

As it has done in the past, this Agency will continue its efforts to provide all the services we feel the citizens of Pittsburgh are entitled to. In closing, I should like to make this observation. Whatever success the training programs has had in metropolitan Pittsburgh has depended largely on two factors. First, all the agencies involved have recognized their responsibilities and been willing to assume them. And secondly, all the agencies have cooperated in making the program worthwhile. I feel sure that if this spirit of industry and cooperation continues we will together serve the needs of the community.

Very truly yours,

/S/ GEORGE S. McGILL

George S. McGill, District Manager
District VII - Pittsburgh

ADVISORY COMMITTEE

Aldo Colautti, Chairman
Mayor's Executive Secretary
City of Pittsburgh

Miss Dora F. Capwell, Director
Psychological Service of
Pittsburgh

Miss Catherine Hildebrand
Family & Children's Service

Joel M. Lambert, Sales Manager
Pittsburgh Division Office
Gulf Oil Corporation

Robert Lamping, Pittsburgh
Board of Public Education

Francis R. Maffei, Jr., Manager
Pittsburgh Professional and
Clerical Office, Pennsylvania
State Employment Service

Miss Mary M. Maurath, Manager
Pittsburgh Trades and Industrial
Office, Pennsylvania State
Employment Service

George P. Mills, Executive
Director, Allegheny County
Board of Public Assistance

*O. D. Montgomery, Administrator
Management and Professional
Training, Westinghouse Electric
Corporation

Frank O'Brien, President, Local
1843, United Steelworkers of
America (AFL-CIO)

William K. Penn, Field Director
Pittsburgh Office of Manpower
Automation and Training
U. S. Department of Labor

Mark Perrott, Director of Program
Planning, Regional Industrial
Development Corporation

Thomas Pryde, Pittsburgh Board
of Public Education

Mrs. Alma Rodgers, Neighborhood
Volunteer Counselor, Homewood-
Brushton Citizens Renewal Council

Elmer J. Tropman, Executive
Director, Health and Welfare
Association of Allegheny County

Charles Wackenhuth, Assistant
Director of Personnel
University of Pittsburgh

George Wheeler
Vice President
American Society for Training
and Development

PROJECT STAFF

Norman R. Miller, project director; Mrs. Sarah Campbell, counselor coordinator of the Homewood-Brushton Neighborhood Employment Center; Edward Populo, counselor coordinator of the Hazelwood-Glenwood Neighborhood Employment Center; Mrs. Selma Lloyd and Vivian Craighead, secretaries in Homewood-Brushton and Hazelwood-Glenwood respectively.

*Deceased

THE LIBRARY OF
SEP 5 1967
CONTINUING EDUCATION

about ACTION-Housing, inc.

ACTION-Housing, Inc. is a private, non-profit civic organization recognized as Pittsburgh's principal civic agency concerned with housing. It was established in 1957 by the Allegheny Conference on Community Development, the organization which has given overall leadership to the teams of private and public civic groups which achieved the Pittsburgh Renaissance.

ACTION stands for "Allegheny Council to Improve Our Neighborhoods." The knowledges, skills and energies of this community's foremost business and professional men, heads of institutions, religous, civic, political and labor leaders, and philanthropists, are engaged through ACTION-Housing in a concerted effort to assure that all of the people of Allegheny County are well-housed.

(For a summary of ACTION-Housing's program, turn page.)

a summary—ACTION-Housing, inc.

To achieve its broad goal, ACTION-Housing, Inc. has three immediate major objectives:

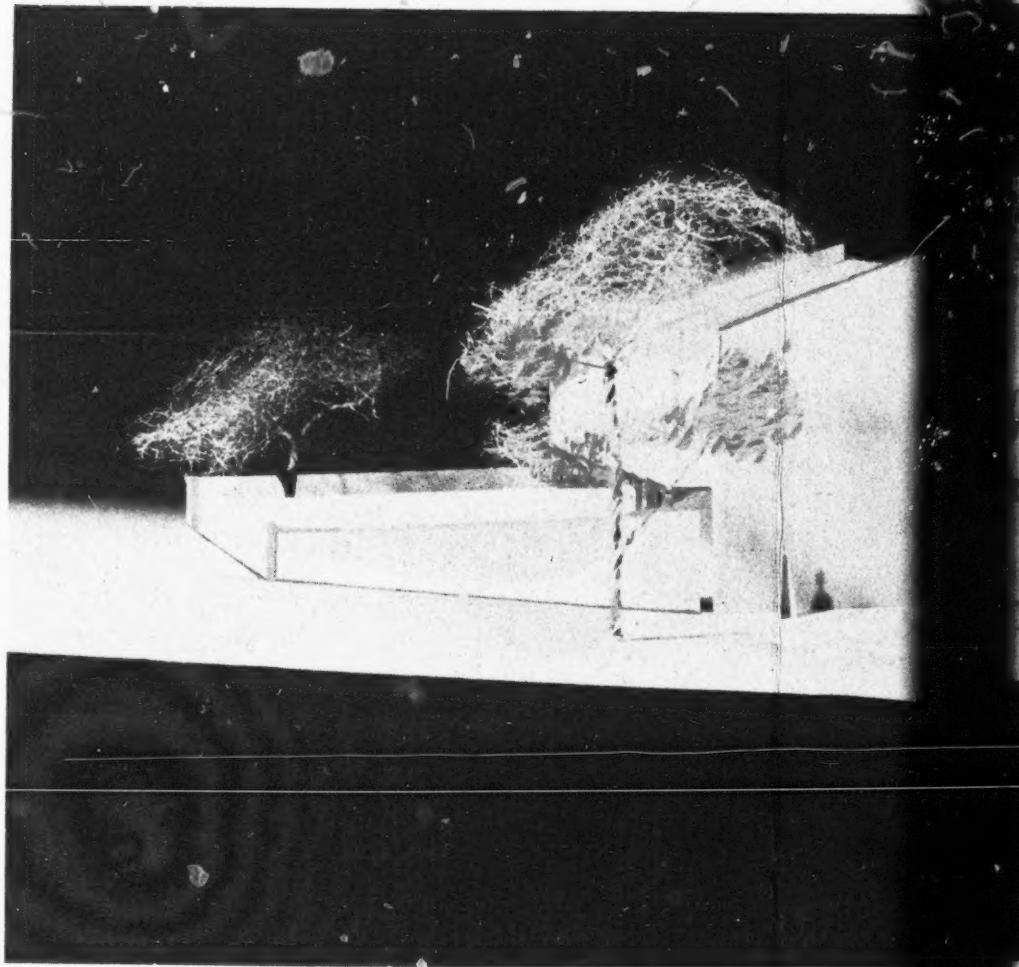
1. Increasing the supply of good new housing in good neighborhoods for families of moderate income.
2. Bringing about the modernization of older housing and revitalization of aging neighborhoods.
3. Establishing a research base for future housing and urban renewal programs.

ACTION-Housing has developed new sources of private funds for the financing of new sales and rental housing, and the modernization of older homes. It has the effective cooperation of all segments of the housing industry—home builders, realtors, appraisers, lenders, labor, and materials suppliers. It also carries out broad neighborhood urban extension, tutorial and research programs under contract with such public agencies as the Mayor's Committee on Human Resources, Inc., under the Economic Opportunity Act of 1964, the City Planning Department, the U. S. Department of Labor, and others.

In initiating, coordinating and developing its comprehensive program, ACTION-Housing is part of a team of outstanding private, civic and public institutions and agencies. It is an associate member, with five other major civic organizations, of the Allegheny Seminar, a high-level advisory body of elected local government officials and civic representatives which assembles in conference to work out solutions to County-wide problems.

ACTION-Housing's accomplishments to now include:

- Creating the $1,600,000 Pittsburgh Development Fund through interest-bearing loans and grants from local foundations, banks, utility companies, corporations and department stores.
- Launching East Hills Park—described by the Secretary of the national Housing and Urban Development Department as the "finest housing I have seen in this price class," a privately financed, planned community and the first undertaking of the Pittsburgh Development Fund. It combines innovations in modern design, land use, financing, a precedent-shattering labor contract, and legal procedures which cut loan and closing costs. East Hills Park, which ultimately will include 1,200 houses and apartments occupying 130 acres at the eastern edge of Pittsburgh, is progressing rapidly through successive construction stages, the first 187 completed dwelling units now being occupied and construction ready to proceed upon two large further stages, one of 91 rental apartments and the other of 192 rental apartments and 130 rental townhouses, of advanced design and architectural construction.
- Initiating, planning and implementing construction of Sheraden Park, a 188-unit private enterprise cooperative town-house development scheduled for completion in June, 1966, aided by Development Fund financing and the cooperation of the Urban Redevelopment Authority, new design concepts and other innovations, as in East Hills Park.
- Sponsoring Spring Hill Gardens, 209 moderate rental apartments completed for occupancy in 1959. This privately built development was financed under Section 221 of the National Housing Act and has since been sold to a private enterprise firm.
- Undertaking a full scale, five-year test demonstration in three Pittsburgh neighborhoods of the Neighborhood Urban Extension process, financed by a major grant from The Ford Foundation and by matching grants and contributions from local foundations and corporations,



as well as the neighborhood people themselves. Now in full operation, the Neighborhood Urban Extension demonstration helps citizens utilize the vast resources of the city to vitalize their aging neighborhoods, with emphasis upon organization of leadership, education and retraining for employment and securing of model public services. This demonstration program is being carried out in the Homewood-Brushton, Hazelwood-Glenwood, and Perry Hilltop neighborhoods of Pittsburgh, at the invitation of leaders in each neighborhood. In Homewood-Brushton and Hazelwood-Glenwood and in two other priority poverty neighborhoods, Lawrenceville and South Oakland, Community Action Programs are being carried out under contract with and financing by the Mayor's Committee on Human Resources, Inc. under the Economic Opportunity Act.

- Cooperating with private enterprise and public agencies in modernization and improvement of houses and neighborhoods. The current program in home modernization on a large-scale is setting a precedent.
- Working to improve housing and zoning codes, and to assure their enforcement, in coordination with other public agencies, private organizations and citizens' groups.
- Issuing a major study, under contract with the City Planning Department, in exploring and making recommendations upon the housing aspects of the City's total Community Renewal Program.
- Publishing annual surveys and supplemental reports on new residential construction for sale and rent in the Pittsburgh metropolitan area in cooperation with the local building industry.
- Issuing the six-volume Urban Renewal Impact Study, which has been measuring the economic, administrative and social impact of overall renewal for Allegheny County.

ACTION-Housing derives approximately 87 percent of its total financial support from contracts, service fees and grants from foundations, industry and public agencies, the remainder coming from the Community Chest-United Fund. It has as a guiding philosophy the premise that its goal of good housing in good neighborhoods in Allegheny County can be reached only by mobilizing all of the resources of the community.

Quadri-plex Townhouses East Hills Park, Phase 2 Tasso Katselas, Architect